

Strategy and Resources Policy Committee (Extraordinary Meeting)

Thursday 21 December 2023 at 2.00 pm

**To be held in the Town Hall,
Pinstone Street, Sheffield, S1 2HH**

The Press and Public are Welcome to Attend

Membership

Councillor Tom Hunt
Councillor Fran Belbin
Councillor Angela Argenzio
Councillor Penny Baker
Councillor Dawn Dale
Councillor Dianne Hurst
Councillor Douglas Johnson
Councillor Ben Miskell
Councillor Shaffaq Mohammed
Councillor Zahira Naz
Councillor Joe Otten
Councillor Martin Smith
Councillor Richard Williams

PUBLIC ACCESS TO THE MEETING

The Strategy and Resources Policy Committee comprises 13 Members and has the following responsibilities:

Corporate Responsibilities:

- Cross-cutting responsibility for development and submission to Full Council for adoption of the Budget and Policy Framework
- Providing strategic direction to the operation of the Council by developing and recommending the Corporate Plan (including determination of the priorities set out therein) to Full Council and making decisions on cross-cutting policies and practice where such decisions are not reserved to full Council
- Responsibility for decisions on any commitments to funding in future years not covered within the Council's medium term financial plan
- Responsibility for any issue identified as being of significant strategic importance or financial risk to the Council (which is considered to be by its nature cross-cutting)
- Responsibility, including referral to another Policy Committee for consideration if appropriate, for any policy matter not otherwise allocated to a Committee
- Considering reports which an Ombudsman requires to be published by the Council where it is proposed that the Council take the recommended action

Council Functions:

- Finance and Commercial Services
- Legal Services
- Democratic Engagement
- Human Resources and Employee Engagement
- Organisational Strategy, Performance and Delivery
- ICT and Digital Innovation
- Information Management

Meetings are chaired by the Leader of the Council.

A copy of the agenda and reports is available on the Council's website at www.sheffield.gov.uk. You may not be allowed to see some reports because they contain confidential information. These items are usually marked * on the agenda. Members of the public have the right to ask questions or submit petitions to Policy Committee meetings and recording is allowed under the direction of the Chair. Please see the Council [website](#) or contact Democratic Services for further information regarding public questions and petitions and details of the Council's protocol on audio/visual recording and photography at council meetings.

Policy Committee meetings are normally open to the public but sometimes the Committee may have to discuss an item in private. If this happens, you will be asked to leave. Any private items are normally left until last on the agenda.

Meetings of the Policy Committee have to be held as physical meetings. If you would like to attend the meeting, please report to an Attendant in the Foyer at the Town

Hall where you will be directed to the meeting room. However, it would be appreciated if you could register to attend, in advance of the meeting, by emailing committee@sheffield.gov.uk, as this will assist with the management of attendance at the meeting. The meeting rooms in the Town Hall have a limited capacity. We are unable to guarantee entrance to the meeting room for observers, as priority will be given to registered speakers and those that have registered to attend.

Alternatively, you can observe the meeting remotely by clicking on the 'view the webcast' link provided on the meeting page of the [website](#).

If you wish to attend a meeting and ask a question or present a petition, you must submit the question/petition in writing by 9.00 a.m. at least 2 clear working days in advance of the date of the meeting, by email to the following address: committee@sheffield.gov.uk.

In order to ensure safe access and to protect all attendees, you will be recommended to wear a face covering (unless you have an exemption) at all times within the venue. Please do not attend the meeting if you have COVID-19 symptoms. It is also recommended that you undertake a Covid-19 Rapid Lateral Flow Test within two days of the meeting.

If you require any further information please email committee@sheffield.gov.uk.

FACILITIES

There are public toilets available, with wheelchair access, on the ground floor of the Town Hall. Induction loop facilities are available in meeting rooms. Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

**STRATEGY AND RESOURCES POLICY COMMITTEE AGENDA
21 DECEMBER 2023**

Order of Business

Welcome and Housekeeping

The Chair to welcome attendees to the meeting and outline basic housekeeping and fire safety arrangements.

1. Apologies for Absence

2. Exclusion of the Press and Public

To identify items where resolutions may be moved to exclude the press and public.

3. Declarations of Interest

Members to declare any interests they have in the business to be considered at the meeting.

(Pages 7 - 10)

4. Appointments to Sub-Committees

To seek approval for the appointment of a Councillor to the substitute member vacancy on the Charity Trustee Sub-Committee.

5. Public Questions and Petitions Relating to the Issues to be Discussed

To receive any questions or petitions from members of the public relating to the Issues to be discussed.

(NOTE: There is a time limit of up to 30 minutes for the above item of business. In accordance with the arrangements published on the Council's website, questions/petitions at the meeting are required to be submitted in writing, to committee@sheffield.gov.uk, by 9.00 a.m. on 19th December 2023).

6. Equality Framework – Equality is Everyone's Business

Report of Director of Policy and Democratic Engagement

(Pages 11 - 46)

7. Race Equality in Our Council

Report of Director of Policy and Democratic Engagement

(Pages 47 - 92)

8. Street Tree Inquiry Progress Report

Report of Director of Policy and Democratic Engagement

(Pages 93 - 106)

9. Identifying the future role of Central Library and Graves Gallery Building

Report of Executive Director City Futures

(Pages 107 -
122)

- 10. Whole Council Budget Update and Delivery Options** (Pages 123 - 180)
Report of Director of Finance and Commercial Services
- 11. Update on Proposed Agreement for Lease of the Former Coles Building** (Pages 181 - 192)
Report of the Executive Director City Futures

NOTE: The next meeting of Strategy and Resources Policy Committee will be held on Wednesday 24 January 2024 at 2.00 pm

*(NOTE: The appendices attached to the reports at items 10 and 11 in the above agenda are not available to the public and press because they contain exempt information described in paragraph 3 of Schedule 12A to the Local Government Act 1972 (as amended))

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ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

If you are present at a meeting of the Council, of its Policy Committees, or of any committee, sub-committee, joint committee, or joint sub-committee of the authority, and you have a **Disclosable Pecuniary Interest** (DPI) relating to any business that will be considered at the meeting, you must not:

- participate in any discussion of the business at the meeting, or if you become aware of your Disclosable Pecuniary Interest during the meeting, participate further in any discussion of the business, or
- participate in any vote or further vote taken on the matter at the meeting.

These prohibitions apply to any form of participation, including speaking as a member of the public.

You **must**:

- leave the room (in accordance with the Members' Code of Conduct)
- make a verbal declaration of the existence and nature of any DPI at any meeting at which you are present at which an item of business which affects or relates to the subject matter of that interest is under consideration, at or before the consideration of the item of business or as soon as the interest becomes apparent.
- declare it to the meeting and notify the Council's Monitoring Officer within 28 days, if the DPI is not already registered.

If you have any of the following pecuniary interests, they are your **disclosable pecuniary interests** under the new national rules. You have a pecuniary interest if you, or your spouse or civil partner, have a pecuniary interest.

- Any employment, office, trade, profession or vocation carried on for profit or gain, which you, or your spouse or civil partner undertakes.
- Any payment or provision of any other financial benefit (other than from your council or authority) made or provided within the relevant period* in respect of any expenses incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

*The relevant period is the 12 months ending on the day when you tell the Monitoring Officer about your disclosable pecuniary interests.

- Any contract which is made between you, or your spouse or your civil partner (or a body in which you, or your spouse or your civil partner, has a beneficial interest) and your council or authority –
 - under which goods or services are to be provided or works are to be executed; and
 - which has not been fully discharged.

- Any beneficial interest in land which you, or your spouse or your civil partner, have and which is within the area of your council or authority.
- Any licence (alone or jointly with others) which you, or your spouse or your civil partner, holds to occupy land in the area of your council or authority for a month or longer.
- Any tenancy where (to your knowledge) –
 - the landlord is your council or authority; and
 - the tenant is a body in which you, or your spouse or your civil partner, has a beneficial interest.
- Any beneficial interest which you, or your spouse or your civil partner has in securities of a body where -
 - (a) that body (to your knowledge) has a place of business or land in the area of your council or authority; and
 - (b) either -
 - the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or
 - if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, or your spouse or your civil partner, has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

If you attend a meeting at which any item of business is to be considered and you are aware that you have a **personal interest** in the matter which does not amount to a DPI, you must make verbal declaration of the existence and nature of that interest at or before the consideration of the item of business or as soon as the interest becomes apparent. You should leave the room if your continued presence is incompatible with the 7 Principles of Public Life (selflessness; integrity; objectivity; accountability; openness; honesty; and leadership).

You have a personal interest where –

- a decision in relation to that business might reasonably be regarded as affecting the well-being or financial standing (including interests in land and easements over land) of you or a member of your family or a person or an organisation with whom you have a close association to a greater extent than it would affect the majority of the Council Tax payers, ratepayers or inhabitants of the ward or electoral area for which you have been elected or otherwise of the Authority's administrative area, or
- it relates to or is likely to affect any of the interests that are defined as DPIs but are in respect of a member of your family (other than a partner) or a person with whom you have a close association.

Guidance on declarations of interest, incorporating regulations published by the Government in relation to Disclosable Pecuniary Interests, has been circulated to you previously.

You should identify any potential interest you may have relating to business to be considered at the meeting. This will help you and anyone that you ask for advice to fully consider all the circumstances before deciding what action you should take.

In certain circumstances the Council may grant a **dispensation** to permit a Member to take part in the business of the Authority even if the member has a Disclosable Pecuniary Interest relating to that business.

To obtain a dispensation, you must write to the Monitoring Officer at least 48 hours before the meeting in question, explaining why a dispensation is sought and desirable, and specifying the period of time for which it is sought. The Monitoring Officer may consult with the Independent Person or the Council's Standards Committee in relation to a request for dispensation.

Further advice can be obtained from David Hollis, General Counsel by emailing david.hollis@sheffield.gov.uk.

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Report to Policy Committee

Author/Lead Officer of Report: Adele Robinson

Tel: 0114 2735861

Report of: James Henderson, Director of Policy and Democratic Engagement
Report to: Strategy and Resources Committee
Date of Decision: 21st December 2023
Subject: Equality Framework – Equality is Everyone’s Business

Type of Equality Impact Assessment (EIA) undertaken	Initial <input type="checkbox"/>	Full <input checked="" type="checkbox"/>
Insert EIA reference number and attach EIA: 2474		
Has appropriate consultation/engagement taken place?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below: -		

Purpose of Report:

This report proposes a new draft Equality Framework for Sheffield City Council, to include the Council’s proposed ambitions relating to equality, diversity and inclusion for the next four years as we seek to fulfil the vision set out in the Council Plan of becoming an organisation that puts people at the heart of what we do. By taking the learning from the Race Equality Commission and elsewhere, this framework fundamentally repositions the organisation’s approach to equality, diversity and inclusion over the next four years.

At the heart of the Equality Framework are the proposed new statutory Equality Objectives for Sheffield City Council. These will sit alongside the outcomes agreed in the Council Plan to provide a clear focus to our work on EDI. The Equality Objectives are focused around our three core roles in relation to equality, diversity and inclusion, namely:

- **City and community leadership:** championing equality through knowledgeable and inspirational leadership, and building a fairer Sheffield by fostering good relationships, listening, and engaging with the city’s diverse communities and together becoming an anti-racist city.

- **Service provider:** providing supportive, accessible and customer centred services which increasingly understand and meet the needs of all Sheffield's communities.
- **Employer:** Further developing a culture where employees feel safe, valued and have a sense of belonging, where equality is everyone's business, and by building a representative and highly skilled workforce which reflects the city's diversity

Recommendations:

It is recommended that Strategy and Resources Committee:

- Endorse the draft Equality Framework.
- Agree the draft Equality Objectives as set out within the Framework, subject to public consultation.
- Agree to proceed with public consultation on the Equality Framework and Equality Objectives and bring to this committee a further report following that consultation.
- Agree that the further report will include detailed action plans for each Objective setting out how they will be achieved.
- Note that in line with a recent Council motion, and the recent decisions taken by the Strategy and Resources Committee at its meeting on 13 December 2023, care experience (those who have at any part in their childhood been part of the care system) will be treated as an equality characteristic by the council in situations where protected characteristics are considered (including, but not limited to, equality impact assessments).

Background Papers:

[Equality Objectives 2019-23](#)

[Equality Annual Report 2021-22](#) and [Workforce Report 2021 -22](#)

[Equality awareness days report](#), 19 April 2023

[Race Equality Commission report](#), 14 July 2023

[Council response to the Race Equality Commission report](#), 5 December 2022

[Update on Sheffield City Council's response to the Race Equality Commission](#), August 2023

[Protected Characteristics for Care Experienced People](#), December 2023

[Our Statement of Climate Commitments](#) – 13th December 2022

See annex B for references

Lead Officer to complete: -		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed.	Finance: Liz Gough Head of Service, Finance and Commercial Services
		Legal: Nadine Wynter Legal Services Manager
		Equalities & Consultation: Bashir Khan Senior Equalities and Engagement Officer
		Climate: Laura Ellendale Sustainability Programme Officer
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	SLB member who approved submission:	James Henderson
3	Committee Chair consulted:	Cllr Tom Hunt
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Adele Robinson	Job Title: Equalities and Engagement Manager
	Date: 13 December 2023	

1. PROPOSAL

- 1.1 This report seeks Strategy and Resources Committee's approval of the draft Equality Framework, attached as Appendix A.
- 1.2 The Framework sets out the Council's proposed ambitions relating to equality, diversity and inclusion for the next four years as we seek to fulfil the vision set out in the Council Plan of becoming an organisation that puts people at the heart of what we do. By taking the learning from the Race Equality Commission and elsewhere, this framework fundamentally repositions the organisation's approach to equality, diversity and inclusion over the next four years.
- 1.3 At the heart of the Equality Framework are the proposed new statutory Equality Objectives for Sheffield City Council. These will sit alongside the outcomes agreed in the Council Plan to provide a clear focus to our work on EDI. The Equality Objectives are focused around our three core roles in relation to equality, diversity and inclusion, namely:
- **City and community leadership:** championing equality through knowledgeable and inspirational leadership, and building a fairer Sheffield by fostering good relationships, listening, and engaging with the city's diverse communities and together becoming an anti-racist city.
 - **Service provider:** providing supportive, accessible and customer centred services which increasingly understand and meet the needs of all Sheffield's communities.
 - **Employer:** Further developing a culture where employees feel safe, valued and have a sense of belonging, where equality is everyone's business, and by building a representative and highly skilled workforce which reflects the city's diversity.
- 1.4 By achieving the equality objectives set out in the framework, and through the specific work set out in the accompanying Race Equality Report, we will support the ambition of becoming an organisation and city that puts anti-racism at its heart.
- 1.5 The framework is presented to the committee as a draft, pending consultation with the public, which will take place in the new year. The results of this consultation will be used to inform action planning in support of the objectives. The final framework and action plan will be brought back to this committee for approval in March 2024.
- 1.6 The progress we make towards achieving these objectives will be measured through a new performance framework, integrated with the Council's main performance management approach, as agreed by the Strategy and Resources Committee at its previous meeting. This will enable Strategy and Resources Committee to hold the organisation to account for delivery, and in support of this, the Committee will receive

regular performance reports against progress towards the goals set out in this framework.

Care Experience

- 1.7 Strategy and Resources Committee agreed on 13 December 2023, in response to a resolution passed by Full Council on 1 November 2023, that the Council will treat care experience as if it were a Protected Characteristic so that future services and policies made and adopted by the Council should be assessed through Equality Impact Assessments to determine the impact of changes on people with care experience, alongside those who formally share a Protected Characteristic. This would raise awareness across the Council of services' roles in being a responsible corporate parent to care leavers. It would raise the profile of the care experienced population because the impact on care experienced people would form part of all decision making. This will put the voices, needs, priorities and rights of our young people at the heart of everything we do.
- 1.8 As part of the work to take forward the new Equality Framework, care experience will be fully embedded within our equalities monitoring and impact assessment processes, and consideration will be given to what further measures will be needed to ensure that care experience is proactively considered when designing and reviewing service delivery, within our responsibilities as an employer, and in championing the contribution and profile of those people who have experienced care right across the city.

2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 The draft Equality Framework directly supports the achievement of the Council Plan outcomes as agreed by the Committee at its previous meeting. At the heart of the plan is a focus on the people of Sheffield, ensuring that everyone in the city shares in the benefits of a growing prosperous place.
- 2.2 The Council Plan, along with the Performance Management Framework and Medium-Term Financial Strategy, provides the strong foundation from which the Equality Framework and Race Equality approach flow. It is clear that we will listen, involve and work with the people of our great city. We will celebrate and stand up for the diversity of Sheffield, maximising the assets and strengths of communities, connecting more people into the city's success and creating opportunities for everyone. We want everyone in Sheffield to achieve their potential with fulfilling and healthy lives.
- 2.3 The Council Plan has three policy drivers – people, prosperity and planet – which place people at the heart of what we do while prioritising long-term prosperity in a way which protects the local environment. Its five strategic outcomes for the Council, informed by the things residents care about, are cross-cutting.

The Equality Framework supports the Council Plan's strong focus on equalities through each of these outcomes by considering the differential impacts between and across communities and groups. Its goals support the Council Plan's policy drivers

and strategic aims to improve equality, diversity and inclusion and reduce disparities and inequality.

This Equality Framework sets out in more detail how we will ensure that we understand the needs of everyone in the city, that we deliver services that respond to those needs, that we celebrate the city's diversity, and that we ensure that everyone is able to have their say about what matters to them.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 This Equality Framework also takes the learning from our annual reports over the last 4 years of our previous objectives, the work on race equality following the Race Equality Commission and other Charters we have committed to, such as the Age Friendly City, Diverse by Design and sets out our new Objectives for the coming years.
- 3.2 The development of the Council's Equality Framework involved senior leaders and teams across the Council. It also draws on stakeholder feedback gathered via the Equality Partnership, insights from our consultation and engagement exercises and awareness-raising events held. It also responds to staff feedback that they want to see their Council show leadership on EDI matters, improve take-up of EDI training, diversify career progression opportunities, and improve consistency in workplace adjustments and service accessibility.
- 3.3 Following endorsement of this report, it is proposed that a public consultation takes place on the framework and the proposed equality objectives, with a final report brought back to this committee in March 2024, which will set out the findings of that consultation and any revisions to the framework required as a result. We will take steps to ensure that everyone in the city has the opportunity to participate in this consultation, and we will use a variety of in-person and digital methods to hear people's voices. As described above, that final report will also include an action plan setting out the practical steps we plan to take to achieve the new set of equality objectives.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

Equality Implications

- 4.1 The Council has conducted an Equality Impact Assessment as part of developing the Equality Framework, as well as an EIA for the Race Equality Report. It notes positive impacts across protected characteristics as a result of the increased focus on equality, diversity and inclusion. It further notes the importance of the intersectionality of characteristics. Different characteristics will be differentially impacted across the different measures included.

Legal Implications

- 4.2 The Council has a duty under the Equality Act 2010 to in the exercise of its functions, to have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic and those who do not.

4.3 The Act recognises 9 protected Characteristics those being, age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion and or belief, sex, and sexual orientation. Everyone shares protected characteristics.

4.4 The Act explains that having due regard for advancing equality involves:

- Removing or minimising disadvantages suffered by people due to their protected characteristics.
- Taking steps to meet the needs of people from protected groups where these are different from the needs of other people.
- Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

4.5 There are also other implications outside of the Equality Act protected characteristics that the Council commits to responding within our Equality Impact Assessment (EIA) process such as socio-economic disadvantage, armed forces, carers and people who care experienced.

4.6 The Equality Regulations 2011 require all public bodies to prepare and publish one or more objectives it thinks it should do to achieve the public sector equality duty as set out in s149 of the Equality Act 2010. These objectives must be specific and measurable and must be refreshed every four years. The objectives set out in the framework meet the council's obligations in this regard.

4.7 This report does not have any specific legal implications beyond what is set out above.

Financial implications

4.8 This report does not contain any new financial implications. The Council has a central Equalities and Engagement team, and its associated costs support the organisation in meeting our Public Sector Equality and consultation duties and council wide equality and engagement work.

4.9 Any new financial implications associated with individual projects or policy changes implemented as a result of this framework will be considered as part of the individual decision-making processes for these.

Climate Implications

4.10 This report sets out our new Equality Framework and as such the report does not have any direct climate implications and a full scored Climate Impact Assessment (CIA) has not been deemed necessary. It is important to acknowledge that some groups, especially the most vulnerable, are likely to be disproportionately affected by climate

change impacts. There is a clear area of cross-over between EIA's and Climate Impact Assessments, therefore the climate implications of the report have been considered.

- 4.11 It is widely recognised that climate change will have a more negative effect on people with protected characteristics, particularly people living in poverty, people with some long-term health conditions and disabled people and Black, Asian and minoritised ethnic people, who are disproportionately likely to both experience disability and poverty. Young people are also impacted, by being more impacted by climate change throughout their lifetimes.
- 4.12 The transition to a net zero society is happening independently of any decision of Sheffield City Council, but the local authority has an ambition to reach net zero by 2030, well ahead of the national target, and this creates additional challenges. The Council has a key role to play in ensuring that the transition happens in a way which ensures both climate justice and social justice.
- 4.13 The impacts of climate change on equality, inclusion and diversity, and the role each policy committee has in supporting a just transition was set out in "Our Statement of Climate Commitments" at Strategy and Resources Committee on the 13th December 2023. The statements also draw attention to the socioeconomic, health and wellbeing and other benefits to taking action on climate change, increase understanding that failing to act to address climate change will likely result in wider and greater inequality, and that activity taken to address climate change can also address social justice to deliver strong co-benefits.
- 4.14 We are committed to ensuring that our action on promoting equality, diversity and inclusion is aligned, supportive and complementary of our response to the climate emergency. As decisions are made on specific decisions, as the objectives in the Framework are implemented further climate impact assessments may be necessary and will be undertaken as appropriate.

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 The Council has previously agreed that it should pursue a specific approach to equality rather than one where equality is 'mainstreamed' within other activity. Because of the importance given to equality, diversity and inclusion within the draft City Goals and Council Plan this report does not recommend a change to that approach. Furthermore, there is a statutory requirement for the council to adopt a set of Equality Objectives, as proposed in this Framework. As such no alternative options have been considered.

6. REASONS FOR RECOMMENDATIONS

- 6.1 It is recommended that Strategy and Resources Committee approve the equality framework as it will support the fundamental repositioning of the council's equality, diversity and inclusion work in line with the ambitions of the council plan and our work to embed anti-racism within the organisation and the city. By agreeing the framework,

the committee will also ensure that we meet our statutory obligation to publish a set of four-year equality objectives.

Equality Framework: Equality is Everyone's Business – Foreword

Our Vision for Equality for Sheffield.

Sheffield is a friendly, vibrant, culturally diverse, and inclusive city. We are passionate about the prosperity of our city, our people, and our planet. We were the first city of sanctuary and are committed to promoting and enhancing equality, diversity, and inclusivity and actively challenging racism and discrimination in all its forms.

People are at the heart of what we do as Sheffield City Council, and, through this Framework, our new Equality Objectives will support us to do this, in line with the outcomes set out in the Council Plan. Each one places the importance of ensuring equality and valuing diversity and inclusion are at its heart. We seek to welcome, understand, support, and value individuals and communities by promoting equality and addressing inequalities to build a fairer, safer and more prosperous future for the communities we serve.

We are committed to promoting equality, opportunities and fairness inside our organisation, through our services and across the city.

We will promote and support our diverse communities, building good relationships and cohesion between communities, where everyone feels welcome and connected and feel they can benefit from and contribute to the growth of our city.

Equality is about everyone, but people are individuals, and their needs will be met in different ways. Some people, especially the most vulnerable, or those who face additional barriers will need a bit more support from us than others.

The Equality Act 2010 sets out the legal duties in relation to equality that we must proactively work to eliminate discrimination harassment and victimisation, advance equality of opportunity and foster good relationships between group different groups of people. However, as a council aspire to go further than compliance, in building a more inclusive and welcoming culture in the council and city.

Equality is everyone's business, and everyone has a role to play in the achieving the Objectives set out in this Framework. Elected Members, managers and officers all have duties and individual responsibilities.

This Framework will guide our equality work across the city for the next four years, and progress will be measured and reported on yearly to ensure we remain on track.

Introduction

The Framework sets out the Council's ambitions relating to equality, diversity and inclusion for the next four years as we seek to fulfil the vision set out in the Council Plan of becoming an organisation that puts people at the heart of what we do. By taking the learning from the Race Equality Commission and elsewhere, this framework fundamentally repositions the organisation's approach to equality, diversity and inclusion over the next four years.

The draft Equality Framework directly supports the achievement of the Council Plan outcomes. At the heart of the plan is a focus on the people of Sheffield, ensuring that everyone in the city shares in the benefits of a growing prosperous place.

The Council Plan, along with the Performance Management Framework and Medium-Term Financial Strategy, provides the strong foundation from which the Equality Framework and Race Equality approach flow. The Council Plan is clear that: *"we will listen, involve and work with the people of our great city. We will celebrate and stand up for the diversity of Sheffield, maximising the assets and strengths of communities, connecting more people into the city's success and creating opportunities for everyone. We want everyone in Sheffield to achieve their potential with fulfilling and healthy lives."*

The Council Plan has three policy drivers – people, prosperity and planet – which place people at the heart of what we do while prioritising long-term prosperity in a way which protects the local environment. Its five strategic outcomes for the Council, informed by the things residents care about, are cross-cutting.

The Equality Framework supports the Council Plan's strong focus on equalities through each of these outcomes by considering the differential impacts between and across communities and groups. Its goals support the Council Plan's policy drivers and strategic aims to improve equality, diversity and inclusion and reduce disparities and inequality.

At the heart of the Equality Framework are the proposed new statutory Equality Objectives for Sheffield City Council. These will sit alongside the outcomes agreed in the Council Plan and our values (together we get things done, openness and honesty are important to us, and people are at the heart of what we do) to provide a clear focus to our work on EDI. The Equality Objectives are focused around our three core roles in relation to equality, diversity and inclusion, namely:

- **City and community leadership:** championing equality through knowledgeable and inspirational leadership, and building a fairer Sheffield by fostering good relationships, listening, and engaging with the city's diverse communities and together becoming an anti-racist city.
- **Service provider:** providing supportive, accessible and customer centred services which increasingly understand and meet the needs of all Sheffield's communities.
- **Employer:** Further developing a culture where employees feel safe, valued and have a sense of belonging, where equality is everyone's business, and by building a representative and highly skilled workforce which reflects the city's diversity.

Everyone has a role to play in supporting the Objectives in this Framework including Elected Members, Senior Leaders, Managers and Officers, all of whom have legal duties and individual responsibilities in relation to EDI. This Framework will guide our work and progress will be measured and reported on annually to ensure we're on track.

The Framework is also central to helping us to achieve other national Standards and Charters we are committed to such as being an Age Friendly City, a Disability Confident Employer and achieving excellence in the Equality Framework for Local Government.

We will monitor our performance against our goals in a new action plan and report via our annual report and through the Council Plan performance framework. EDI will be integrated into the monitoring of our Council Plan and service plans, so it is part of everything we do and not an add on.

Learning From Our Previous Equality Objectives 2019-23

We set new Equality Objectives every four years as required by law. In 2019 we set out our Equality Objectives to 2023. The four years since those objectives were agreed have been some of the most tumultuous in our recent history, including the global Covid-19 pandemic which began in 2020. The unconscionable murder of George Floyd and the subsequent Black Lives Matter movement shone a light on the endemic racism which persists both across the world and here in Sheffield. These events led elected members to commission the Race Equality Commission in the summer of 2020, which, when it reported in July 2022, clearly set out the distance the city has to travel to become anti-racist. The REC also highlighted some of the challenges facing Sheffield City Council if we are to become the anti-racist, welcoming and inclusive organisation that we want to be.

More recently we have seen the tensions in the city following the Hamas attack on Israel and subsequent conflict in the Middle East. That has highlighted the fragility of some of our partnership structures for inter-faith and inter-community dialogue and the hard work that will be needed to rebuild these.

Therefore, a lot depends on the success of this Framework. It must help support the transformation of Sheffield City Council, ensuring that we focus on the changes that we need to make, and helping us to stay true to the ambitions set out in the Council Plan.

This Equality Framework takes the learning from our annual report over the last 4 years, the work on race equality following the Race Equality Commission and other charters we have committed to, such as the Age Friendly City, to set out our new goals for the coming years.

Furthermore, since the last set of Objectives we have had a new Census in 2021, this continued to demonstrate that over the last 30 years, Sheffield has become a more diverse city and the make-up of our school-aged population, shows this will continue. This is especially true in some areas such as increased ethnic diversity and for the first time we now have data on sexual orientation and gender reassignment which appeared as questions in the census for the first time.

The change in population also shows that Sheffield's population is getting older, with especially large increases in the percentage of people in their fifties, and those aged seventy or over. This is likely to have significant consequences for the demand for services used by

older people in the city. Furthermore, the percentage of people who reported having “No religion” increased from 31.2 % to 43.4% in 2021. A summary of this data is laid out in the appendix to this framework – this has informed the development of our new set of objectives.

In preparation for this Framework, we have identified key points of learning from the last set of Objectives. These being:

- Continuing to improve data collection and analysis, draw on other sources where local data isn't available and use service equality monitoring information to support improvement.
- Directing equality, diversity and inclusion through the whole organisation, ensuring service plans reflect equality goals and commitments.
- Ensuring EDI is fundamental to our governance and decision-making processes including by utilising our equality impact assessment process more effectively and robustly, ensuring they are undertaken at the right time with good evidence and in a proportionate way, and that their findings are actively used as part of our decision-making
- Strengthen relationships with, and understanding of, the diverse communities within the city across all characteristics.
- Carry out staff surveys to assess the morale of the workforce including assessing satisfaction levels of different groups of employees.
- Develop a more inclusive culture within the Council including through effective learning and development around EDI for staff and Members.

Becoming an Anti-Racist Organisation – Our Approach to Race Equality

One of the key drivers of this framework is the findings and recommendations of the independently chaired Race Equality Commission, which was established in 2020. Its aim was to make a non-partisan strategic assessment of the nature, extent, causes and impact of race inequality in the city and to make recommendations for tackling them.

The REC's [Full Report](#) and [Executive Summary](#) were launched on July 14th, 2022, at the [Millennium Galleries](#). In this the commission set out its recommendations to Sheffield as a city as a whole, and to organisations including the Council, to support and challenge us all to take action to improve race equality. Since the launch, the Council's initial response was considered and agreed by the Strategy and Resources Committee in August 2022 and a more detailed action plan was agreed by the cross-party Committee in December 2022. One of the key recommendations of the REC was to establish a legacy body to provide assurance around progress towards becoming an anti-racist city. The council has actively supported the legacy body task-and-finish working group in designing the role and form of a legacy body, which was agreed by the Sheffield City Partnership Board in November 2023.

In taking action on the REC recommendations, we have worked with services across the organisation to better understand progress to date and what is needed to go even further. We have also engaged with stakeholders and drawn on data and the evidence base.

Complementing this framework, in December 2023 the council has agreed a holistic, future facing approach to race equality. It sets out what we stand for as a council and our

commitment to race equality, where we are as an organisation and the action we will now take, illustrated with work which has taken place across the organisation. The approach responds to feedback encouraging the Council to take ownership and make clear what race equality means to us as an organisation and what we will do next in our ongoing journey. This is how we ensure that we live up to the promise set out in the REC report which the Council committed to and thereby agreed to implement the recommendations which were relevant to the Council, become an anti-racist organisation and facilitate the formation of a legacy partnership.

The approach gives the Council a clear position statement on race equality against which work will be aligned and we can be held to account. It lays out data about the make-up of Sheffield and of our organisation, along with where we are against the seven qualities the Race Equality Commission said an anti-racist organisation would have.

The race equality approach is organised around the same three roles of the council as this framework (namely as city and community leader, service deliverer, and employer).

Together, our approach to race equality and this broader equality framework will ensure that race equality specifically, and equality, diversity and inclusion in general, run through everything we do.

Embracing Equality - Celebrating Diversity - Fostering Inclusion Equality Objectives 2024 – 2028

Our draft statutory Equality Objectives for the next four-year period will collectively ensure a strong and focused approach to improving equality, diversity and inclusion across all protected characteristics over the coming period. Each of the three Equality Objectives is supported by goals which will help to support their achievement.

City and Community Leadership

Champion equality through knowledgeable and inspirational leadership. Build a fairer Sheffield by fostering good relationships, listening, and engaging with the city's diverse communities and together becoming an anti-racist city.

Goal 1 - Knowledgeable leaders to actively champion equality and diversity, working in partnership with others, to build an inclusive council.

- Committed leaders will act as equality ambassadors, encourage, enhance, and value the city's diversity whilst challenging inequalities.
- The Council will identify and enable routes to grow diverse leadership which reflects the city's communities.
- Strong and knowledgeable leaders will recognise the complexities of Sheffield's different communities and work in partnership to make it an inclusive, anti-racist city.

Goal 2 – Work in active partnership, collaborating to shape Sheffield as a welcoming and thriving city where people are at the heart of what we do.

- Implement a revised engagement strategy which meets the needs of the changing profile of the city.

- Work with Sheffield Equality Partnerships, Local Area Committees and the voluntary, community and faith sectors to build community assets across diverse groups.
- Work in collaboration with communities to inform and celebrate diversity across a range of equality awareness days.

Goal 3 - Leaders and communities will work in partnership to make Sheffield an anti-racist city.

- Implement a specific race equality approach for the Council to eliminate discrimination and racism from organisations, services and practices (as set out in the December 2023 Race Equality report).

Service Delivery

To provide supportive, accessible and customer centred services which increasingly understand and meet the needs of all Sheffield's communities.

Goal 1- To use and monitor data effectively to deliver inclusive services to meet the needs of diverse communities.

- Using a range of approaches to broaden customer engagement, gather feedback to better understand the needs of our communities.
- Analyse and publish EDI data to identify and address barriers, to inform and improve service planning and delivery.
- Provide accessible information about services in a variety of ways to meet the needs of our customers.
- Use Equality Impact Assessments to identify barriers, improve accessibility, outcomes, and customer satisfaction across Sheffield's diverse communities.

Goal 2- To establish an accessible and equitable approach to procurement and commissioning.

- Continually review and implement best practice in equalities, diversity and inclusion within our supply chain and commissioned services.
- Widen the equality of opportunity across diverse communities to grant funding and commissioning, by providing accessible support and information.
- Encourage quality EDI practices within commissioning and procurement to improve outcomes.
- Ensure transparency and accountability about funding and commissioning decisions by publishing relevant equality information.

Goal 3- To deliver effective services which contribute to reducing inequalities and enable Sheffield to be a more inclusive city.

- Listen to and involve community groups when evaluating and developing services.
- Utilise community insights and feedback when reviewing and improving services.
- Review and assess our services to try to ensure they contribute to promoting equity.
- Work in partnership to ensure communities maximise their capabilities and assets to help reduce inequality and enable them to flourish.

Workforce

We will establish a culture where employees feel safe, valued and have a sense of belonging, where equality is everyone's business. We will build a representative and highly skilled workforce which reflects the city's diversity.

Goal 1 To have an engaged workforce where employees feel safe, valued, have a sense of belonging.

- Use employee feedback effectively to continuously improve our practice, policies and decision making to promote equity across the organisation.
- Utilise external equality standards and commitments to achieve positive change such as through our work with the Sheffield Race Equality Partnership and implementation of our approach to race equality, Disability Confident and Age Friendly City etc.
- Develop HR policies that support our values and are applied to avoid bias or discrimination, including monitoring and analyse of workforce HR data
- Recognise good practice and examples of healthy inclusive workplaces, but always challenge unacceptable behaviour.
- Provide a robust training programme which will develop knowledge and understanding of EDI to support open, respectful conversations, removing barriers to promote belonging.

Goal 2 – To have a representative and skilled workforce which reflects, values and understands the City's diversity.

- Increase the diversity of our workforce to reflect the city through an evidence-based mix of recruitment, promotions and development.
- Develop recruitment approaches that attract talent from across all of Sheffield's communities.
- Develop initiatives for underrepresented groups.
- Use Equality Impact Assessments to inform our people strategy to ensure impacts are understood and mitigated where possible.
- Commit to a continuous improvement journey for workforce data with all initiatives working toward the effective and relevant collection of workforce equality data

Goal 3 –To ensure the wellbeing of our workforce where everyone feels engaged to champion inclusivity.

- Recognise, appreciate, and celebrate our employees' achievements and contributions in line with our values
- Identify targeted, evidence-based opportunities for employees to network, collaborate, exchange ideas, learn from one another to progress in their careers.
- Develop and deliver tools and support programmes to enable all employees to maintain their health and wellbeing and function in their role in a safe and secure environment.

Delivering the Equality Framework:

Together we get things done.

Equality, diversity, and inclusion is everyone's responsibility. A collective effort by all will support building a welcoming and more inclusive culture within the Council. This is an ongoing process that requires commitment from all within the organisation, from, Elected Members, Senior Leaders, and Officers. However, engagement of citizens and employees, accountability and leadership are vital if we are to meet our goals.

Employee and Community Engagement

People have told us that they want meaningful influence over decisions in their communities and by working together to achieve real change will be the driving force behind our future. Every person in this city contributes to Sheffield's story so we need to listen and use the views, knowledge and experience within and beyond the Council to improve what we do.

In the workplace, by ensuring that people know that their views are not only listened to but acted upon, helps improve wellbeing and creates a sense of belonging.

More widely, by actively listening and involving our communities, it can improve the services we provide directly and those we commission. Specifically, citizen engagement can

- Help us to understand the views of our communities and value varied perspectives and increase innovation.
- Improve problem solving and decision making through more immediate feedback.
- Build and nurture relationships so we can work together on shared aims.

In the last year we have sought to improve our engagement in a variety of ways and over the next year we will seek to further improve this as noted in the Framework. Our internal engagement for example via our newly established Employee Equality Hubs, and the new employee engagement platform Hive and externally via our new digital Have Your Say Sheffield platform. As such, during the course of 2024, we will bring forward further proposals to strengthen both community and employee engagement in the organisation.

Accountability

Strategy and Resources Committee will provide accountability for delivery against the objectives set out in this framework, and the action plan that will accompany it.

The Council takes its obligations under the Public Sector Equality Duty seriously and Elected Members are asked to use their unique position to ensure the Council lives up to the requirements of that Duty. For example, through asking questions about equalities, evidence and consultation with diverse communities in the committees on which they sit. To support the fulfilment of the objectives in this framework:

- Elected Members should further reinforce the requirements of the Public Sector Equality Duty through emphasising its importance in all elements of their decision-making.
- Democratic Services should support Elected Members in this by removing items from committee agendas if they do not have an equality impact assessment and it is not supplied.

- Progress against this framework and associated action plans will be reported to the relevant Committee so that accountability for progress for each service is placed with the relevant Senior Leaders, Elected Members, and Committee.

The Strategic Equality and Inclusion Board will continue to oversee equality work in the Council, with any concerns escalated to Senior Leadership teams as appropriate and the Performance and Delivery Board which will also monitor performance against the Performance Framework.

Leadership - If we are to make a success of our aspirations and live up to our standards, the Council's Senior Officers and Elected Members need to lead from the front. To do this senior leadership will:

- Hold each of our directorates to account for performance against the standards set out in this report, building them into service plans and monitoring work through the EDI performance framework.
- Have designated senior inclusion and diversity workforce champions. These people are all members of the Senior Leadership Team and include the Chief Executive as intersectionality champion.

The senior champions link with the Employee Equality Hubs and support the Council to foster an inclusive environment. These roles involve modelling inclusion, staff engagement, supporting initiatives and championing specific diversities. While these are predominately workforce facing roles, where appropriate they will be briefed on, and on occasion involved in, external facing activities. This emphasis ensures that these roles complement, but do not overlap with, each service areas' responsibilities to factor equality, diversity and inclusion and race equality into their service design, planning, and delivery.

1. Convey that equality is everybody's business and that we all have a role to play.
2. Set standards which are rigorously upheld.
3. Place accountability, roles and responsibilities in the right places.
4. Listen, learn and collaborate through engagement.
5. Leading from the top and evolving with our city partners.

To support the achievement of this framework, there are a number of other critical groups who have important roles to play:

Employee Equality Hubs, promoting positive change within SCC, fostering a culture of respect, understanding, and collaboration. Establishing spaces where individuals feel comfortable and supported in discussing issues related to equality and diversity.

SCC Officers understand and demonstrate inclusive behaviour and value diversity internally and externally within SCC. Managers, assess, plan, and deliver service plans using an EDI lens at all times.

Senior Leaders and Directorate Leadership Teams have a significant influence on the organisational culture and values. They will regularly monitor and evaluate performance against the Framework.

Partners encourage collaborations between different organisations, community groups, and businesses to work towards common goals of equality and inclusion.

Elected Members play a crucial role in building relationships and engaging with diverse communities, community organisations, groups, and other stakeholders to understand their needs and perspectives.

Communities actively engage with different groups to understand their needs, concerns, and aspirations. Provide opportunities for learning about different cultures, perspectives, and experiences.

Strategic Equality and Inclusion Board (SEIB) and EDI Delivery Group the SEIB will review and evaluate progress in achieving our EDI goals and the Delivery Group will work together to share good practice.

Equality Partnerships and Voluntary Community and Faith Sector engage with underrepresented communities to ensure they have an effective voice in decision making and being a critical friend.

Monitoring Performance of the Equality Framework

The Council Plan sets out the Council's overall objectives for the coming four years. Underpinning the Council Plan will be a performance framework to enable progress towards the outcomes set out in the plan to be measured and for the public and Elected Members to hold the organisation to account for delivery. The performance framework will include within it a set of measures designed to support the achievement of the Equality Objectives set out in this Framework.

All services will be required to report against the performance framework to the Performance and Delivery Board. This will enable the Council to take a 'comply or explain' approach and monitor whether what we are doing is better, fair and promoting equality. When evidencing progress against the Equality Framework, services will be required to show how they are developing and applying a nuanced understanding of the groups they serve.

The performance framework will be a major part of how we will drive standardisation and meet the standards set out in this report. It will support us to implement this report, monitor progress and intervene where issues occur. It will also enable us to report on progress, including to the Race Equality Legacy Partnership.

The Objectives and commitments in our Equality is Everyone's Business Framework are set every four years.

Sitting beneath this Equality Framework will be an annual action plan addressing all the new Objectives, which will reflect the different ways in which we are working to make our workforce, services, and communities more inclusive, accessible and equitable.

The action plan will have indicators to help us measure progress against our goals. The implementation will be overseen by the Strategic Equality and Inclusion Board, and reporting will align with performance monitoring.

The action plan will be reviewed annually and sit within our annual report to outline our progress. As part of the annual report, we will seek external feedback on how others see and

experience our progress as part of reporting process including via the Sheffield Equality Partnership.

We will update the Strategy and Resources Committee annually on our progress against the Framework via the Annual Equality Report.

The Performance and Delivery Board will monitor the Councils EDI performance in 2 key-ways;

- By ensuring we monitor the outcomes of protected characteristics within the council plan and service plans.
- Monitoring performance against the Equality Framework Action Plan.

APPENDIX – Our diverse city in data

The city's population is changing...

Over the last 30 years, Sheffield has become a more diverse city and the make-up of our school-aged population indicates this will continue.

Between the 2011 and 2021 censuses the population of Sheffield grew by 0.7%, from just under 552,700 in 2011 to around 556,500 in 2021, although this was lower than expected and lower than projections.

The median age of a person living in Sheffield is 37, which is an increase of 1 year from 2011. There has been a 10.3% decrease in the number of people aged 35-49, which suggests that some people are leaving the city to raise their families.

The census categories in relation to race have changed at every census, so the groups can't be compared directly. But overall trends show that the percentage of the population made up of the group likely to contain those who identify as White British, has shrunk. The group containing those who would likely identify as Pakistani has remained the second largest group and increased in percentage and number. The Other White group has been the third largest group and has also grown. All other groups making up more than 1% of the Sheffield population have all maintained or increased their percentage of the Sheffield population since 1991.

The ethnicities of our age groups look very different. 93% of Sheffield's over 65s are White British compared to 58% of our Under 16s. As our younger age groups grow, so our city will become more ethnically diverse. This is significant for our workforce which has an older profile.

83.6% of Sheffield's residents were born in England. This decreased from 86.7% in 2011. The next highest country of birth was Pakistan which grew from 1.6% to 1.8% over the last decade.

Sheffield's younger people are also more likely to identify with a more diverse range of sexual orientations with 7.9% of people aged between 16 and 35 declaring as an LGB+ sexual orientation.

Sheffield has some of highest rates of social renting in England being amongst the top 15 percent of local authority areas for the share of households in the social rented sector. This has fallen in the last 10 years from 24.8% to 22.6%. Of those who are renting from the council 28.7% of them have a disability and 57.1% are female.

We also have high levels of deprivation within Sheffield which sees over a third (34.4%) of residents living in the 20% most deprived wards in England. This also means that over 1 in 5 (21.8%) of Sheffield's children live in relative low-income families. The average for England is 19.5%.

44.5% of Sheffield residents describe their health as very good which is an increase from 43%. The number of disabled people has also decreased over the last 10 years from 21.7% to 20.6%; key to this decrease was the number of people who identified as having a disability and being limited a lot which dropped to 9.1% from 10.5% a decade ago. The drop may also account for the reduction in the number of people providing weekly unpaid care in the city which is now at 9.9%. In the 2011 Census 12.2% of the population over 5 years old provided some form of weekly unpaid care.

There has also been a large increase in the number of people who have no religion in Sheffield with this increasing from 31.2% to 43.4% in the last decade. There was also a

significant increase in Muslims in the city which increased from 7.7% to 10.3%. Conversely, the number of Christians decreased substantially from over half the population at 52.5% to 38.5%.

And so is the council...

The council's headcount at the start of the financial year was 8245. We use the overall headcount figure to count the number of people rather than full-time equivalent (or FTE). This means that some staff may appear twice or more in the figures if they have more than one job with the council. The majority of people (60.6%) who work for the council are women. This may be because of the prevalence of part-time and flexible working, which is known to be more heavily used by women than men.

Half of all council employees are 48 or over. Because older people are more likely to be disabled, we have an over-representation of disabled people within the workforce. As Sheffield City Council also has a high number of female employees this also means there is likely to be a higher than expected number of carers in the workforce.

The council is also becoming more diverse and the quality of the data we collect on our workforce is good. Although year-on-year the diversity of the council has increased, for some protected characteristics it still lags behind the wider community.

The council currently has 17.3% Black, Asian and Minoritised Ethnic (BAME) staff where the community has grown to 25.5% in the 16-64 age groups. There is positive news, the increased focus on inclusive recruitment and ensuring recruiting managers are trained on this has seen a 20% increase in the number of BAME staff appointed to 24.5% of all new recruits. This has begun to translate into improvements for promotion and progression and does represent a positive start to work around recruitment which will see an increase in positive action work and the renewal of recruitment and selection policy and process.

In terms of individual ethnic groups, the key under representations within the council are Asian/Asian British (5.1% of the workforce) in comparison to the local community (10.5%) and Other Ethnic Group, which includes white non-British groups. This data fits with our ethnicity data which shows a disparity around Asian/Asian British communities which many of our Muslim and Hindu colleagues are likely to be from. We continue to work in this area to understand why there are barriers for people of these religions and associated ethnicities.

The council also has relatively high numbers of staff declaring a disability (13.3%) in comparison to similar authorities and declarations are slowly continuing to rise. Although SCC is still below the UK working population benchmark of 15.5%. This should be seen as a positive however it is also worth noting that according to Department of Work and Pensions data only around 52.6% of disabled people are in work¹. Alongside this, the improvements to recruitment and selection are also having a positive impact on disabled staff with 19.1% of those shortlisted and 15.4% of appointments declaring a disability which are both higher than the councils' profile.

5.3% of the council's staff identify as LGB+ (8.2% at CO level). This compares favourably with the city comparator which is 4.8% of people not identifying as straight or heterosexual (Census 2021). This has steadily grown and has now overtaken the profile for the city. We have high number of staff in grades 10-11 who identify as LGB+ and increased representation at Chief Officer level. The highest proportion identify as bisexual (2.1%). This

¹ [Employment of disabled people 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/employment-of-disabled-people-2022)

is despite having a predominantly older workforce as we know that younger people are more likely to identify as LGB+².

Another striking aspect of the council's workforce is the number of Unpaid Carers. This is linked to the council having an older workforce and an overrepresentation of females and because of the person-centred workforce policy that has been introduced over the last few years, such as carer's leave and increased flexible working. This has meant that 18.6% of our workforce now provides unpaid care in comparison to the 10.5% of the 16-64 age profile of the community.

² [Rainbow Britain Report \(2022\) | Stonewall](#)

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PART A - Initial Impact Assessment

Proposal Name: Equality Framework – Equality is Everyone’s Business

EIA ID: 2474

EIA Author: Bashir Khan (CYPD)

Proposal Outline:

The draft Equality Framework sets out the Council’s proposed ambitions relating to equality, diversity and inclusion for 2024-28 as we seek to fulfil the vision set out in the Council Plan of becoming an organisation that puts people at the heart of what we do. At the heart of EDI framework are the proposed new statutory Equality Objectives for Sheffield City Council and will sit alongside the outcomes agreed in the Council Plan to provide a clear focus to our work on EDI. The Equality Objectives are focused around our three core roles of: • city leadership • service provider • employer They sit alongside the Race Equality Report which is the update of the Council’s response to the Sheffield Race Equality Commission Report (2022) and which will also help to achieve our ambition of becoming an anti-racist city and organisation. This new Equality Framework takes the learning from our Annual Reports showing progress against the outgoing Equality Objectives set in 2019, the race equality work following the Race Equality Commission and other commitment such as the Age Friendly City. It sets out our new goals for the coming years. In preparation for this Framework, we have identified key points of learning from the last set of equality objectives and the actions where we have not yet made sufficient progress. These being: • Better data collection, analysis and use of service equality monitoring information to highlight areas of weakness and support improvement. • Driving equality, diversity and inclusion through the whole organisation, ensuring service plans reflect equality goals and commitments. • Ensuring EDI is fundamental to our governance and decision-making processes including by utilising our equality impact assessment process more effectively and robustly, ensuring they are undertaken at the right time with good evidence and in a proportionate way. • Strengthen relationships with and understanding of the diverse communities within the city both online and in person across all characteristics. • Carry out staff surveys to assess the morale of the workforce including assessing satisfaction levels of different groups of

employees. • Develop a more inclusive culture within the Council including through effective learning and development for staff and Members. Progress towards achieving these objectives will be measured through a new performance framework, integrated with the council's main performance management framework.

Proposal Type: Non-Budget

Year Of Proposal: 23/24, 24/25, 25/26

Lead Director for proposal: Claire Taylor (COO)

Service Area: Strategic Support

EIA Start Date: 29/11/2023

Lead Equality Objective: Break the cycle and improve life chances

Equality Lead Officer: Adele Robinson

Decision Type

Committees: Policy Committees
• Strategy & Resources

Portfolio

Primary Portfolio: Strategic Services

EIA is cross portfolio:

Yes
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All SCC Directorates

Overview of Impact

Overview Summary:

The draft Equality Framework directly supports achieving the Council Plan whose core is a focus on the people of Sheffield, ensuring that everyone in the city shares in the benefits of a growing prosperous city. The Council Plan sets out that the Council will listen, involve and work with the diverse people and celebrate the city's diversity and for everyone in Sheffield to fully achieve their potential with fulfilled and healthy lives. The Equality Framework sets out:

- How we will understand the needs of everyone in Sheffield
- How we deliver services that respond to everyone's needs
- That we celebrate Sheffield's diversity
- That we ensure that everyone is able to have their say about what matters to them.

We know that over the last 30 years, Sheffield has become a more diverse city, we also know of the entrenched inequality that some communities within the city face. The Equality Framework sets out the measures over the next 4 years and it is expected that there will be positive impacts across characteristics protected by the Equality Act 2010, as well as those that are not- but against which we undertake an equality analysis in the decision making process. Some of the key impacts are summarised in the Full Equality Impact Assessment.

Impacted characteristics:

- Age
- Armed Forces
- Cohesion
- Disability
- Gender Reassignment
- Voluntary/Community & Faith Sectors
- Sexual Orientation
- Sex
- Religion/Belief
- Race
- Pregnancy/Maternity
- Poverty & Financial Inclusion
- Partners
- Health
- Carers

Impacted local area(s):

All
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Consultation and other engagement

Cumulative Impact

Does the proposal have a cumulative impact:

Yes

We have involved senior leaders, service managers, and employee hubs. We have worked with teams across the Council to understand progress, gaps and improvements which will drive change. We have drawn on the findings of the Sheffield Race Equality Commission which engaged with Sheffield residents and stakeholders. We have drawn on four years of stakeholder feedback via the Equality Partnership, insights from consultation and engagement exercises and awareness-raising events held. Staff feedback shared through our employee networks. We are planning consultation with Sheffield residents, including community groups and those who share protected characteristics after the Framework has been agreed in draft. Consultation feedback will inform the final version of the Framework.

Impact areas:

Year on Year, Geographical Area, Across a Community of Identity/Interest

Initial Sign-Off

Full impact assessment required:

Yes

Review Date:

08/12/2023

Health

Staff Impacted: Yes

Customers Impacted: Yes

Description of Impact: We anticipate that there will be a positive health impact arising from the proposed Equality Framework and the Equality Objectives 2024–2028. The three areas of: - City Leadership and Communities - Workforce - Service Delivery have three Goals under them and actions will help contribute to improved health outcomes for different protected characteristics, either within the workforce or in communities. As a Council we have substantial data on health measure in Sheffield. The 2021 Census highlighted that 20% of people have a limiting long-term illness in Sheffield compared with 17% across England. Data is available showing: limited long-term illness, life expectancy and mortality, general health and healthy lifestyles.

Name of Lead Health Officer:

Comprehensive Assessment Being Completed: No

Public Health Lead signed off health impact(s):

Age

Staff Impacted: Yes

Customers Impacted: Yes

Description of Impact: We anticipate that there will be a positive impact arising from the proposed Equality Framework and the Equality Objectives 2024 – 2028 for all ages. We have referenced our Age Friendly City commitments. The City's demographics have changed over the last decades and highlight an increasing BAME birth rate and younger age city profile. The three areas of: - City Leadership and Communities - Workforce - Service

Delivery have three Goals under them. The Goals and actions will help contribute to improved outcomes for people of all ages for different protected characteristics including age, either within the workforce or in communities. It is also helps with being an Age Friendly City. The 2021 Census highlighted a Total Population of 556,521 in Sheffield. This being broken down with 100,274 (Aged 0-15); 361,428 (Aged 16-64) and 94,819 (Aged 65+). Sheffield has a 20 to 24 age group population bulge due to the student population at the two universities, however numbers in this age group have declined in comparison with 2011. Compared to 2011, there are also fewer people in the 40 to 49 age group, but more in the 50 to 59 age group. There is a higher proportion of children aged 0-19 are in relative low-income families in Sheffield at 22% compared with 20% across England. Other data available highlights a range of measures in relation to older people.

Armed Forces

Staff Impacted:	No
Customers Impacted:	Yes
Description of Impact:	We anticipate that there will be a positive impact arising from the proposed Equality Framework and the Equality Objectives 2024 – 2028.

Carers

Staff Impacted:	Yes
Customers Impacted:	Yes
Description of Impact:	We anticipate that there will be a positive impact arising from the proposed Equality Framework and the Equality Objectives 2024 – 2028. The three areas of: - City Leadership and Communities - Workforce - Service Delivery have three Goals under them and will contribute to a positive impact for this group, particularly young carers whose life chances can be impacted upon by being a young carer. In 2021, 4.7% of Sheffield residents (aged five years and over)

reported providing up to 19 hours of unpaid care each week. This figure decreased from 7.4% in 2011.

Cohesion

Staff Impacted: Yes

Customers Impacted: Yes

Description of Impact: We anticipate that there will be a positive impact on cohesive communities arising from the proposed Equality Framework and the Equality Objectives 2024 – 2028.

Disability

Staff Impacted: Yes

Customers Impacted: Yes

Description of Impact: We anticipate that there will be a positive impact arising from the proposed Equality Framework and the Equality Objectives 2024 – 2028 for disabled people. The three areas of: - City Leadership and Communities - Workforce - Service Delivery have three Goals under them. This will contribute to positive impacts for disabled people, including in our workforce as we maintain Disability Confident Level 2 and work towards Level 3. We have data on disabled employees, the population, also around SEND in children and young people. In 2021, 9.1% of Sheffield residents were identified as being disabled and limited a lot. This figure decreased from 10.6% in 2011. In 2021, just over one in nine people (11.6%) were identified as being disabled and limited a little, compared with 11.0% in 2011. The proportion of Sheffield residents who were not disabled increased from 78.3% to 79.4%. Currently in Sheffield there are 4,967 (May 2023) Children and young people (0-25) with an EHCPs in place and 11,599 pupils receiving SEN support.

Gender Reassignment

Staff Impacted: Yes

Customers Impacted: Yes

Description of Impact: We anticipate that there will be a positive impact arising from the proposed Equality Framework and the Equality Objectives 2024 – 2028. The three areas of: - City Leadership and Communities - Workforce - Service Delivery have three Goals under them. This will contribute to a positive impact on one of the most vulnerable and marginalised parts of society. In 2021, 0.76% of people in Sheffield had a gender identity different from their sex registered at birth. Its important to remember that some people may not feel safe disclosing their gender identity.

Partners

Staff Impacted: Yes

Customers Impacted: Yes

Description of Impact: We anticipate that there will be a positive impact arising from the proposed Equality Framework and the Equality Objectives 2024 – 2028 on our partners in communities and key organisations, eg via work to achieve an anti racist city. The three areas of: - City Leadership and Communities - Workforce - Service Delivery have three Goals under them. This will contribute to a positive impact for our partners.

Poverty & Financial Inclusion

Staff Impacted: Yes

Customers Impacted: Yes

Description of Impact: We anticipate that there will be a positive impact arising from the proposed Equality Framework and the Equality Objectives 2024 – 2028. The three areas of: - City Leadership and Communities - Workforce - Service Delivery have three Goals under them and this will have a positive impact across all protected characteristics through improved financial inclusion-

particularly following the pandemic which has had a huge impact as well as the impacts due to increases in cost of living. In 2021, of Sheffield residents aged 16 years and over, 50.4% said they were employed (excluding full-time students) in 2021, a similar percentage as in 2011 (50.6%). In 2021, just over 1 in 40 people (2.8%) said they were unemployed, compared with 4.3% in 2011. The percentage of retired Sheffield residents decreased from 20.2% to 20.1%. It is also important to note that the Census 2021 took place during the coronavirus (COVID-19) pandemic, a period of rapid and unparalleled change; the national lockdown, associated guidance and furlough measures will have affected the labour market and the ability to measure it.

Pregnancy / Maternity

Staff Impacted: Yes

Customers Impacted: Yes

Description of Impact: We anticipate that there will be a positive impact arising from the proposed Equality Framework and the Equality Objectives 2024 – 2028. The three areas of: - City Leadership and Communities - Workforce - Service Delivery have three Goals under them which will contribute to a positive impact.

Race

Staff Impacted: Yes

Customers Impacted: Yes

Description of Impact: We anticipate that there will be a positive impact on race arising from the proposed Equality Framework and the Equality Objectives 2024 – 2028. The three areas of: - City Leadership and Communities - Workforce - Service Delivery have three Goals under them. This will contribute to a positive impact on race. There is extensive data and evidence available on race, via the Sheffield REC Report and significant other data. Within this Framework sits the new race equality approach as outlined in the draft Objectives and in the

Race Equality Report In 2021, 79.1% of people in Sheffield identified their ethnic group within the "White" category (compared with 83.7% in 2011), while 4.6% identified their ethnic group within the "Black, Black British, Black Welsh, Caribbean or African" category (compared with 3.6% the previous decade); 9.6% of Sheffield residents identified their ethnic group within the "Asian, Asian British or Asian Welsh" category, up from 8.0% in 2011. The percentage of people who identified their ethnic group within the "Mixed or Multiple" category increased from 2.4% in 2011 to 3.5% in 2021.

Religion / Belief

Staff Impacted: Yes

Customers Impacted: Yes

Description of Impact: We anticipate that there will be a positive impact arising from the proposed Equality Framework and the Equality Objectives 2024 – 2028. The three areas of: - City Leadership and Communities - Workforce - Service Delivery have three Goals under them and will contribute to a positive impact on people of faith and no faith and on interfaith work. In 2021, 43.4% of Sheffield residents reported having "No religion", (up from 31.2% in 2011). In 2021, 38.5% of people in Sheffield described themselves as Christian (52.5% in 2011), while 10.3% described themselves as Muslim (7.7% in 2011).

Sexual Orientation

Staff Impacted: Yes

Customers Impacted: Yes

Description of Impact: We anticipate that there will be a positive impact arising from the proposed Equality Framework and the Equality Objectives 2024 – 2028. The three areas of: - City Leadership and Communities - Workforce - Service Delivery have three Goals under them will contribute to a positive impact. We have some data, and some of the challenges in getting better data on sexual

orientation You can take a look yourself at the interactive maps the ONS have built with the 2021 data. In 2021, 4.13% of people in Sheffield identified as lesbian, gay, bisexual, or other (LGB+) it's important to remember that some people may not feel safe disclosing their sexual orientation so the figure could well be higher.

Voluntary / Community & Faith Sectors

Staff Impacted:	Yes
Customers Impacted:	Yes
Description of Impact:	We anticipate that there will be a positive impact arising from the proposed Equality Framework and the Equality Objectives 2024 – 2028 with VCF we work with on improving citywide outcomes.

Action Plan & Supporting Evidence

Outline of action plan:	
Action plan evidence:	Equality Objectives 2019-23 Equality Annual Report 2021-22 and Workforce Report 2021 -22 Equality awareness days report, 19 April 2023 Race Equality Commission report, 14 July 2023 Council response to the Race Equality Commission report, 5 December 2022 Update on Sheffield City Council's response to the Race Equality Commission, August 2023 2021 Census Reports
Changes made as a result of action plan:	

Mitigation

Significant risk after mitigation measures:	No
Outline of impact and risks:	

Review Date

Review Date:

08/12/2023



Report to Policy Committee

Lucy Heyes, strategic delivery adviser,
strategic support services

Tel: 0114 205 2802

Report of: James Henderson, Director of Policy and Democratic Engagement.

Report to: Strategy and Resources Committee

Date of Decision: 13 December 2023

Subject: Race equality in our Council

Type of Equality Impact Assessment (EIA) undertaken	Initial <input type="checkbox"/>	Full <input checked="" type="checkbox"/>
Insert EIA reference number and attach EIA: 2469		
Has appropriate consultation/engagement taken place?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>

Purpose of Report:

For approval by Strategy and Resources Committee, this report provides the Council with a holistic, future-facing approach to race equality. Building on the progress already made, it sets out in part 1 what we stand for as a Council and in part 2 where we are as an organisation, including on the 7 qualities the Race Equality Commission (REC) said an anti-racist organisation would have in place as a minimum. Part 3 sets out the action we will now take, illustrated with work which has already taken place. This report responds to feedback encouraging the Council to take ownership, implement action with more pace and make clear what race equality means to us as an organisation and what our approach will be.

The REC published its final report on 14 July 2022. Commissioned by elected members, chaired by Professor Emeritus Kevin Hylton and supported by 24 commissioners, the REC gave Sheffield an account of race equality in the city and a set of recommendations for areas requiring improvement.

Sheffield City Council made the promise set out in the REC report and in doing so agreed to implement the recommendations which were relevant to the Council, become an anti-racist organisation and facilitate the formation of a legacy body. The Council responded to the REC in December 2022, bringing to this Committee an action plan to address the recommendations. In August, this Committee reviewed progress and committed to go further, faster.

Recommendations:

We recommend that Strategy and Resources Committee:

- adopt part 1 (pages 4-5) of this report and support and challenge officers, partners and each other, in a spirit of joint endeavour and kindness, so that everyone aligns what they do and how they do it against shared statements of intent.
- through this report, and in individual letters of thanks, formally acknowledge the Race Equality Commission, its independent Chair and its 24 commissioners, including Council staff members who took on commissioner roles alongside their work, and those who supported them (paragraphs 22-24).
- note part 2 of this report (pages 6-14) which sets out data on race in our city and our progress against the 7 qualities the REC said an anti-racist organisation would have in place as a minimum.
- agree the actions in part 3 (pages 15-29) and champion this report's aims across the Council's policy committees, and across the breadth of the Council's committee system, and ask the Governance Committee to support the implementation of this approach.
- agree that elected members on key committees will be the first tranche to undertake an Equality, Diversity and Inclusion (EDI) level 2 equivalent certificate (paragraph 35e);
- agree the accountability roles and responsibilities (paragraphs 43-44);
- note the substantial, positive work of the legacy body task and finish group and extend gratitude to its chair, members and those who have supported its work (paragraphs 45-48).
- approve the Council budget of £100,000 over four years, earmarked in the 2024/25 Business Planning to fund internal spend on the Council's external contribution to work around the Race Equality Partnership for Sheffield (paragraphs 49-52).

Background Papers:

[Race Equality Commission report](#), 14 July 2023

[Council response to the Race Equality Commission report](#), 5 December 2022

[Equality awareness days report](#), 19 April 2023

[Update on Sheffield City Council's response to the Race Equality Commission](#), 2 August 2023

Lead Officer to complete:-

1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed.	Finance: Liz Gough, Head of Service: Finance & Commercial Business Partnering
		Legal: Nadine Wynter, Legal Service Manager & Richard Marik, Legal Services
		Equalities & Consultation: Adele Robinson, equalities and engagement manager
		Climate: Considered within service
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	SLB member who approved submission:	James Henderson, Director of Policy and Democratic Engagement
3	Committee Chair consulted:	Councillor Tom Hunt, Leader of the Council
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Lucy Heyes	Job Title: Strategic delivery adviser, strategic support services
	Date: 13 December 2023	

Race equality in our Council

PROPOSAL

1. The Race Equality Commission (REC) set out recommendations to Sheffield as a city, and organisations including the Council. We have taken significant steps through service specific action plans and organisation wide activity including: the actions set out in the report to this Committee in August, supporting the work to establish the legacy body and the activity included in this report in the table in part 2 and used to illustrate part 3. This report builds on that to provide the Council with a holistic, future facing approach on race equality.
2. Part 1 of this report responds to feedback from residents and stakeholders encouraging the Council to show leadership, take ownership and implement action with more pace. It asks this Committee to agree what we stand for as a Council in relation to race equality.
3. Part 2 sets out data showing how Sheffield has developed over the last 30 years, the demographics of the Council as an employer and the progress the Council has made towards the seven qualities the REC set out as a minimum for an anti-racist organisation.
4. Part 3 gives over 30 specific actions the Council will take next to improve race equality, illustrated with current work. This gives a multifaceted approach across the themes of learning, development and awareness raising, consistent standards and practice, accountability, engagement and leadership. This report's recommendations and these actions are summarised in the table at annex A.
5. This report represents the next stepping stone on a long-term journey towards race equality. It sits within the context of the [Council Plan](#) and equality framework. Supporting them to ensure that race equality runs through everything we do.

Part 1: People are at the heart of what we do. Council Leader's foreword: what we stand for

6. Achieving race equality for our Council and city is important and aligns with the Leader's role in promoting standards of conduct, including inclusion. Stakeholders have asked us to demonstrate leadership and ownership of what we stand for on race equality. These short statements, also endorsed by the Chief Executive, are our unequivocal position statement against which we can be held to account.

Action: this Committee should adopt these statements and support and challenge officers, partners and each other, in a spirit of joint endeavour and kindness, so that everyone aligns what they do and how they do it against shared statements of intent.

7. Adopting these statements will show that we are committed to becoming anti-racist, as a city leader, service provider and as an employer. These statements are complemented by the specific actions we will take, which are set out in part 3.
8. This is what we stand for:

We stand for representing our great city in all its diversity.

We are on our way to becoming an anti-racist organisation and the Council is supporting Sheffield to become an anti-racist city.

As elected members, we have a unique position in the city and a lot of potential influence as people notice what we do. To become anti-racist, we'll use this position to work with officers and other city leaders on a shared mission, eradicating barriers and connecting people.

Improving equality will help us improve health and drive prosperity so everyone can achieve their potential.

We stand for inclusive, customer-centred services that work for everyone who uses them.

The point of the Council is to meet the needs of current and future residents. This means understanding our city and its residents – who they are, where they live and what is important to them – from many, overlapping angles.

Doing this will mean we make the most of being a diverse and inclusive city, including by listening openly where residents and reports tell us things need to change.

If we do this, we can provide and contract the services which better meet needs and really make a difference to people.

We stand for a safe, inclusive and welcoming workplace where people of every race, ethnicity, culture and background feel they belong, and race equality is everybody's business.

We want to be an organisation that people aspire to work for. An organisation with people at its heart, where officers and politicians feel welcome, treated fairly and given what they need to succeed and deliver for Sheffield.

That means celebrating achievement, dealing with concerns and having the confidence to challenge and take action where things aren't right, so that everyone feels confident to bring their full selves to work.

If we get this right, we'll have a more representative, happier organisation where together we solve problems and get better results.

Part 2: Openness and honesty are important to us. Our Council and progress to becoming anti-racist

9. The first part of this section lays out data about the make up of Sheffield and of our organisation. The second part summarises in a table our progress against the seven qualities the Race Equality Commission (REC) said an anti-racist organisation would have.

A – What does the data tell us about Sheffield and the City Council?

Our city

10. Over the last 30 years, Sheffield has become a more diverse city and the make up of our school-aged population shows this will continue.
11. The census categories have changed at every census, so the groups can't be compared directly. But overall trends show that the percentage of the population made up of the group likely to contain those who identify as White British, has shrunk. The group containing those who would likely identify as Pakistani has remained the second largest group and increased in percentage and number. The group called Other White has been the third largest group and has also grown. All other groups making up more than 1% of the Sheffield population have all maintained or increased their percentage of the Sheffield population since 1991. (See annex B for full data.)

1991 census		2001 census		2011 census		2021 census	
White	94.98%	White British	89.2%	White British	80.8 %	White: English, Welsh, Scottish, Northern Irish or British	74.5%
Pakistani	1.77%	Asian/ Asian British: Pakistani	3.1%	Asian/Asian British: Pakistani	4%	Asian, Asian British or Asian Welsh: Pakistani	5%
Black Caribbean	1%	White Other	1.4%	White: Other White	2.3%	White: Other White	3.6%
		Black/ Black British: Black Caribbean	1%	Black/ African/ Caribbean/ Black British: African	2.1%	Black, Black British, Black Welsh, Caribbean or African: African	3.3%
				Other Ethnic Group: Arab	1.5%	Other Ethnic Group: Arab	1.6%
				Asian/Asian British: Chinese	1.3%	Other Ethnic Group: Any Other Ethnic Group	1.5%
				Asian/Asian British: Indian	1.1%	Mixed or Multiple Ethnic Groups: White and Black Caribbean	1.4%
				Asian/Asian British: Other Asian	1%	Asian, Asian British or Asian Welsh: Other Asian	1.3%
				Black/ African/ Caribbean/ Black British: Caribbean	1%	Asian, Asian British or Asian Welsh: Chinese	1.3%

						Asian, Asian British or Asian Welsh: Indian	1.2%
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Table 1: Census ethnicity data for groups making up more than 1% of the Sheffield population in 1991, 2001, 2011, 2021

12. While the Sheffield working age population is broadly in line with the overall census, there is much less diversity in the over-65 group. The 2021 census shows that in Sheffield 93.1% of the over-65 population was from a White British Background, 1.6% from a Pakistani background and all other groups in this age group each made up less than 1% (annex C).
13. In contrast, [national pupil data](#) shows that in Sheffield in 2022-23, 58.3% of the school age population in Sheffield was White British, with the next largest groups by pupil characteristic category being: 7.8% Pakistani, 6.2% Black African, 4% Any Other Ethnic Group, 3.8% Any Other White Background, 2.7% White and Black Caribbean, 2.5% Any Other Asian background (with all other groups each making up less than 2.5% of the school aged population).

Our workforce

14. While a diverse workforce doesn't guarantee being an inclusive organisation, and having an inclusive organisation doesn't guarantee workforce diversity, focusing on this is important. Research shows that having a diverse workforce and prioritising diversity is important in attracting new employees. Diverse and inclusive organisations are more likely to be innovative by bringing together diverse groups and benefiting from their experience and perspectives.
15. Sheffield City Council currently employs 8,245 people. The data in this workforce section cannot be directly compared to the census data above. This is because the data is drawn from different time periods, the categories don't correspond directly and because the census data removes the 'prefer not to say' or 'unknown' groups and draws its overall percentages without factoring in these people. For the purposes of this report, it is important to be able to see how many people within our organisation have not shared their ethnicity data. So these groups are included in figure 1.

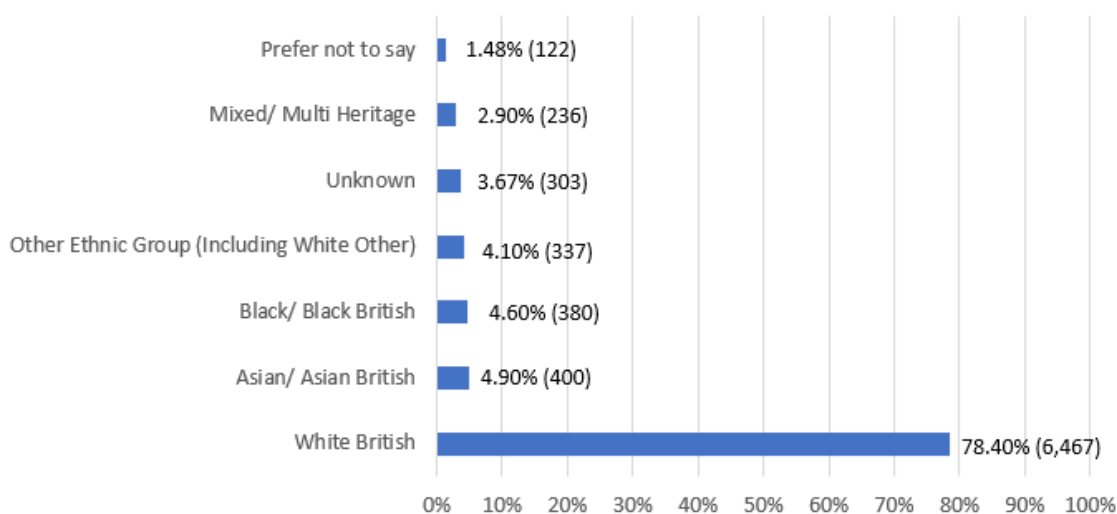


Figure 1: Sheffield City Council workforce ethnicity data 2022-23.

16. Over time, the Council’s amalgamated data shows a general increase year-on-year of staff from Black, Asian and Minoritised Ethnic, including White non-British, backgrounds. The all-staff percentage for these groups has increased over the last six years, from 14.5% in 2017/18 to 17.3% in 2022/23.
17. When split by grade, the percentage is larger for the 93.5% (7,709) roles at grades 1-9, slightly lower for the 5.4% (445) roles at grades 10-11 and lower for the 1.1% (83) roles at chief officer grades.

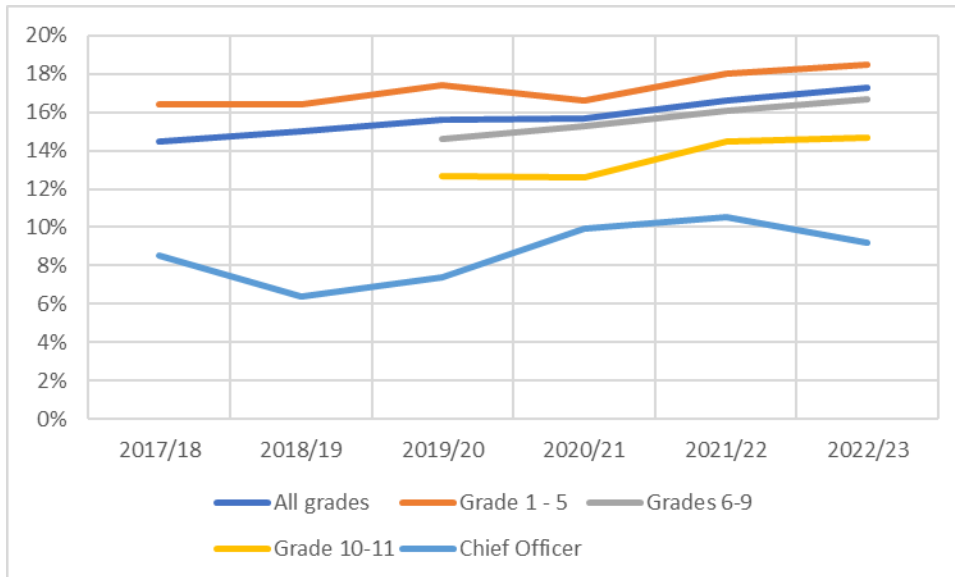


Figure 2: Sheffield City Council workforce ethnicity data, percentage of staff from a Black, Asian and Minoritised Ethnic, including White non-British, background by grade and year (data not available for grades 10-11 prior to 2019/20).

18. Looking at recruitment, in 2021/22, 27.1% of applications came from people from a Black, Asian and Minoritised Ethnic, including White non-British, background. This translated through to 20.7% of job offers. The Council has continued on this trajectory with data on adverts closed between 13/09/2022 and 31/03/2023 showing that 39.2% of applications were from people from a Black, Asian and Minoritised Ethnic, including White non-British, background which translated through to 24.7% of job offers.
19. People from a Black, Asian and Minoritised Ethnic, including White non-British, background make up 23.1% of new starters in the Council. And over the last year, a smaller relative percentage of people from a Black, Asian and Minoritised Ethnic, including White non-British, background left the Council.
20. Monitoring of cases by protected characteristic can identify patterns in services or indicate how different groups of people are being treated. The Council collects HR casework data on dignity and respect complaints and grievance cases. The data available on these is currently recorded from the point at which HR become involved. During 2024, we are updating our policies and processes so that HR have a more active role earlier in the process to prevent unnecessary escalation by providing support to resolve issues sooner. Low reporting is not a good thing and any large organisation should expect to have some cases every year. A lack of these can reflect a

lack of knowledge about or trust in the reporting system, or low confidence that it will result in people being listened to and the issues resolved.

21. On 6 November, the Council launched its new staff survey. It will collect anonymous, detailed information on the experience of staff across the organisation. This will enable us to see whether the experience of working for the Council varies based on protected characteristics and other factors. This information is not currently captured by the available HR processes. This annual survey aims to gather insights in a safe and secure way to support us to become an inclusive workplace.

B – Progress to becoming anti-racist

22. The REC set out seven qualities an anti-racist organisation would have in place as a minimum. The Council either already had these in place or has made substantial progress towards them, with further activity forthcoming.

23. We have dedicated staff and service resources and time to the progress made to date. This is a testament to the impact the REC has had on how we operate in the Council as it has led us to refocus work and invest in processes that needed to improve first and fastest.

24. The REC was supported by 24 commissioners whose expertise informed the process, evidence gathering, public hearings and development of the report and its recommendations. Their efforts in supporting the independent chair, Professor Emeritus Kevin Hylton, put us in a position to be able to make this progress.

Action: through this report, and in individual letters of thanks, formally acknowledge the Race Equality Commission, its independent Chair and its 24 commissioners, including Council staff members who took on commissioner roles alongside their work, and those who supported them.

The REC said an anti-racist organisation would have in place as a minimum:	In Sheffield City Council we have:
<p>Data Gathering and Reporting: Accurate data and metrics (segmented by grade/ pay band/ gender/ department/ location/ specific ethnicities) regularly captured and reported to identify EDI performance (inc. benchmarking) and prioritised issues (as early indicators of racism and racial disparities).</p>	<p>We produce an annual workforce data report. This is segmented by grade, protected characteristic and service area and reports on equality, diversity and inclusion data. It includes an ethnicity specific report and ethnicity pay gap data. Where it identifies issues, these are explained in the text of the report and actions to tackle them are identified. We also report annually on our equality objectives.</p> <p>Forthcoming:</p> <ul style="list-style-type: none"> - the staff survey will collect further intelligence we can use to improve. - Updating our HR management information, which will gather

<p>The REC said an anti-racist organisation would have in place as a minimum:</p>	<p>In Sheffield City Council we have:</p>
	<p>better equality data.</p> <ul style="list-style-type: none"> - Benchmarking our performance and identifying where other cities are taking steps we can also draw on.
<p>Leadership: Line managers hold specific responsibilities (and incentivised) to ensure EDI is well managed in their areas.</p>	<p>We have mandatory equality, diversity and inclusion (EDI) training and HR intervene where take-up is low or where there are barriers to completion.</p> <p>We have senior inclusion and diversity workforce champions for protected, and other, characteristics including race.</p> <p>Our staff survey will give us an accurate view on how well EDI is managed in each service.</p> <p>Forthcoming:</p> <ul style="list-style-type: none"> - Revamped EDI training package and prioritising middle and front-line manager development. - Write equality requirements into senior manager job performance monitoring to further embed this responsibility into roles. - Expecting all services to dedicate learning time to race and other protected characteristics. - All senior leaders to reflect this report in their service planning and delivery approach and be held to account by senior leadership board for doing so.
<p>Transparency and Accountability: Operates an EDI policy with specific intersectional 'joined up' race content (with EDI performance regularly assessed and published, e.g., annual report and accounts) which sets robust standards of good practice that apply across the organisation end-to-end (inc. procurement, funding criteria, customers) and extends throughout the</p>	<p>We produce an annual workforce data report. This is segmented by grade, protected characteristic and service area and reports on equality, diversity and inclusion data with segmentation and intersectional data. We report annually on our equality objectives.</p> <p>In December 2022 through the Grant Investment Programmes with Voluntary</p>

<p>The REC said an anti-racist organisation would have in place as a minimum:</p>	<p>In Sheffield City Council we have:</p>
<p>supply chain (with equivalent standards also binding upon any third party which does business for or on behalf of that organisation).</p>	<p>and Community Partners 2023-2028 report to Strategy and Resources Committee, we published more information on to whom we give grants.</p> <p>Forthcoming:</p> <ul style="list-style-type: none"> - this report is the next step in making clear what we stand for and increasing standardisation and progress. - our new Equality Framework within which will be our statutory equality objectives. - Revamped EDI training package and prioritising middle and front-line manager development. - Planned new Small and Medium-Sized Enterprises register - work between procurement officers and the new Diverse Business Board to identify improvements to help businesses understand and be involved in the procurement process and improve market engagement. - Finalise and enact a new progressive and inclusive commercial strategy with a social value and ethical procurement policy. - Expectations on all services to learn from our data maturity assessment and available good practice and data sources.
<p>Culture: Zero tolerance policies (with severe sanctions for proven) harassment, bullying and discrimination.</p>	<p>The Council has a disciplinary procedure in place with action which can be taken up to and including suspension or dismissal. There are also appeals procedures. Issues are dealt with on a case-by-case basis, we do not apply a blanket zero tolerance approach.</p>

<p>The REC said an anti-racist organisation would have in place as a minimum:</p>	<p>In Sheffield City Council we have:</p>
	<p>The Officer Code of Conduct defines harassment, discrimination, victimisation and bullying (direct, indirect, associative and perceptive) and links these directly to protected characteristics. It also defines hate crimes and hate incidents and sets out managerial action to be taken when any of these occur. This links to the Council's grievance, dignity and respect at work and disciplinary policies. These describe our standards and responses to incidents, which avoid issues of interpretation.</p> <p>Forthcoming: Following adoption of the Local Government Association Diverse by Design approach we will review policies and procedures to make sure that there's nothing in their formulation or implementation to incentivise bias or discrimination. In 2024, this will include the policies for recruitment, dignity and respect, grievances, employee assistance programmes and whistleblowing. This should also address issues of over complexity and processes which take too much time.</p>
<p>Debiased Systems: Robust EDI controls and processes in place to ensure that ethnically diverse employees (and prospective applicants via the use of blind CVs and guaranteed interviews) are well supported in their career progression (inc. mentoring, training, 'deputy' opportunities, ethnicity pay gap reporting).</p>	<p>Following the REC, we prioritised work on recruitment including developing surveys and rolling out mandatory recruitment and selection training. Over 700 managers have been trained to date. Individual services have taken specific action to increase the diversity of people applying for roles. During this period we have seen a continuing increase in the diversity of applicants and this has been reflected in appointments, as covered in part 2 of this report and our 2 August 2022 report on Sheffield City Council's response to the Race Equality Commission.</p> <p>We produce an annual workforce data report. This is segmented by grade, protected characteristic and service</p>

<p>The REC said an anti-racist organisation would have in place as a minimum:</p>	<p>In Sheffield City Council we have:</p>
	<p>area and reports on equality, diversity and inclusion data. It includes an ethnicity specific report and ethnicity pay gap data.</p> <p>Forthcoming:</p> <ul style="list-style-type: none"> - Following adoption of the Local Government Association <i>Diverse by Design</i> approach we will review policies and procedures to make sure that there's nothing in their formulation or implementation to incentivise bias or discrimination. In 2024, this will include the policies for recruitment, dignity and respect, grievances, employee assistance programmes and whistleblowing. - Revamped EDI training package and prioritising middle and front-line manager development.
<p>Empowered Staff: Have 'safe spaces' available for employees to voice ideas, share suggestions and raise concerns informally with specific hubs (chaired by an appropriate race inclusion ally) for different ethnic groups and other protected characteristics.</p>	<p>The Council conducted an independent review of staff networks. Following this, refreshed staff network equality hubs have recently been launched. There are hubs for different protected characteristics. They are designed to provide peer support, input employee voice to changes including workforce policy and guidance development, get involved in communications and awareness raising and help to nurture a sense of belonging. They have a clear escalation route and link through our council governance to the Strategic Equality Inclusion Board. Training and dedicated time to participate is provided. The hubs are linked to the senior inclusion and diversity workforce champions for protected, and other, characteristics including race.</p> <p>Forthcoming:</p> <ul style="list-style-type: none"> - Empowering our staff network

<p>The REC said an anti-racist organisation would have in place as a minimum:</p>	<p>In Sheffield City Council we have:</p>
	<p>equality hubs, one of which is dedicated to race, to develop awareness raising activities for the workforce.</p>
<p>Governance: A strong diverse membership that includes a designated board member role with specific expertise on EDI and race.</p>	<p>We have senior inclusion and diversity workforce champions for protected, and other, characteristics including race.</p> <p>With our partners, we have introduced equality and diversity monitoring for the Sheffield City Partnership Board, broadened agendas and moved into community venues.</p> <p>With Sheffield Chamber of Commerce, we have a new Diverse Business Board which better represents Sheffield's business base.</p> <p>Forthcoming:</p> <ul style="list-style-type: none"> - On 3 November 2023, Sheffield City Partnership Board agreed the proposal to support the establishment of the Race Equality Partnership for Sheffield as the legacy body, including individual commitments from partner organisations to fund the work and contribute in-kind to supporting the implementation phase. Partners are now working to implement this model.

Action: this Committee should note part 2 of this report which sets out data on race in our city and our progress against the 7 qualities the REC said an anti-racist organisation would have in place as a minimum.

Part 3. Together we get things done. Our approach and actions to improve race equality

25. We have a wealth of data and information, both from the Race Equality Commission (REC) and other sources (including experiences shared by people including our staff, and our annual workforce, ethnicity, pay gap and equalities reporting). These show that we are heading in a positive direction and are capable of becoming the anti-racist organisation we want to be. But data isn't enough to drive change. Change also requires people across the organisation to challenge and adjust their practices and norms.
26. As the Runnymede Trust found in their *Making Change: What Works? (2021) [report](#)*, data is important. But to make change, organisations also need to tap into the emotions, values and beliefs of those they influence, serve and employ. Research into System Justification Theory suggests this is because of a tendency in society to maintain the status quo, even at the expense of personal and group interest. This can come to the fore when the status quo is being criticised, if it is seen as longstanding and inevitable, if people feel powerless to do anything about it, if people benefit from it or might one day benefit from it, or to reinforce a shared reality.
27. The NHS Race and Health Observatory pursue an approach which focuses on the role structural, institutional and interpersonal racism and bias play in outcomes. More specifically, it examines principles of demonstrable leadership on naming and tackling racism, involving the people affected, collecting and publishing data, identifying and rooting-out bias in policies, establishing root causes, probing services to make sure they have taken race equality into account, and monitoring impact. This approach emphasises action, leadership, difficult conversations, amplifying voices and accountability. They have found this effective in making shifts in some areas, but some remain challenging. This demonstrates the importance of acting, while also understanding that long-term, entrenched issues will require concerted action over time.
28. These approaches show that while gathering evidence and data, and keeping it up-to-date, is essential, our approach to ensuring race equality needs to be multifaceted as we will be changing the status quo. To do this the activity we will undertake is set out under five themes and linked through to our Equality Framework to give us a multifaceted approach and maximise our potential for progress. This section sets out the next steps in our approach to becoming the organisation we want to be, through:
 - a. learning, development and awareness raising,
 - b. consistent standards and practice,
 - c. accountability,
 - d. engagement, and,
 - e. the role of senior leadership.
29. The end of this part of the report sets out how this approach integrates with the Council Plan and Equality Framework.

30. Some of the actions below have budget specified against them. Other actions require reprioritisation of existing spend, including staff time and focus. While the costs associated with the latter are less immediately visible, requiring services to prioritise their finite budgets against the actions in this report is how we will integrate race equality into everything we do and make it a day-to-day activity.

Action: this Committee should agree the actions in part 3 and champion this report's aims across the Council's policy committees, and across the breadth of the Council's committee system, and ask the Governance Committee to support the implementation of this approach.

31. Annex A summarises the actions, timescales and responsible directorates for this report's recommendations and the actions in part 3.

A. Learning, development and awareness raising

32. As race equality is everybody's business, learning and development (including through awareness raising) must be a continuous process for everyone, in every service, every year. The point of this is to:

- a. teach people information (from the facts of the equalities legislation and Public Sector Equality Duty, to how to compile a good Equality Impact Assessment, through to cultural sensitivity and knowledge about historic and current events).
- b. empower people through knowledge to give them the confidence, facts and know-how that they need to work in a diverse organisation serving a diverse city, to devise effective services, and develop an understanding of what good looks like.
- c. make sure individuals, managers and leaders feel they can challenge, report or otherwise notice and take action when the wrong things happen, contributing to creating an environment where staff can trust that if they experience racism it will be addressed by those around them.

33. This is particularly important for managers and senior leaders who need to be able to plan, approve and monitor inclusive service provision and provide management, pastoral care and leadership to diverse teams.

34. Organisations that make it normal to talk about race make it easier for everyone to see race equality as their business, and build an environment where racism at work is more likely to be noticed and challenged, and where service development is more likely to consider diverse needs from the start. This aligns with what we stand for as a Council and the no-nonsense integrity that characterises Sheffield as a city.

35. To do this we will do the following.

- a. We are joining [Inclusive Employers](#). The Partnership level membership gives access to expert inclusion and diversity support. Beginning in January 2024 for an initial term of 2 years (with option to extend) at a cost of £17,000 per year.

- b. HR will commission a full revamp of our equality, diversity and inclusion training package, using the consultancy we can access through Inclusive Employers to support the procurement design. This package for the entire workforce will provide quality assured, holistic equality, diversity and inclusion and specific race literacy training, and emphasise intersectionality, with a greater emphasis on face-to-face training. This proposed package requires significant investment in people, time and money and reflects our commitment to changing our organisational culture and investing in development. The full proposal and request for funding will come to this Committee in Quarter 4 2023/24. This will be costed following further development but early work estimates that this could be in the region of £200,000 for the first 2 years (including the costs of our Inclusive Employers membership). While that is rolling out during 2024, we are continuing to complete our existing training as a baseline.
- c. Most staff and customer experience is predicated on middle and front-line management. We need to nurture these people and ensure that they have the skills and time to make our race equality aspirations a reality, design equitable delivery and ensure that where the wrong things happen they are addressed. As part of the next phase of our staff development, we will prioritise work at these grades and identify areas where change is a priority, to design, trial and implement new approaches. In the immediate term this is supported by current pilots on management essentials and forthcoming revamped L&D package.
- d. Write equality requirements into senior manager job performance monitoring to further embed this responsibility into roles, during 2024.
- e. HR are working with the Member Development Group to roll out a level 2 equivalent certificate in equality, diversity and inclusion for elected members (a time commitment of around 12-15 hours training). The training is online and interactive and will be complemented by in-house face-to-face training on the Public Sector Equality Duty and Equality Impact Assessments. Current proposals would see members on key committees such as this Committee, Licensing Committee, Admissions Committee and Senior Officer Appointments doing the training first, as well as individual members who would like to participate in the first tranche. The aim is for the first set of members to begin this training in January 2024.
- f. After the launch of the Equality Framework, in summer 2024 the Chief Operating Officer will commission an assessment of corporate organisational capacity to support us to meet our equality, diversity and inclusion aims.
- g. Expect all services to dedicate time to discussion and learning around race and other protected characteristics. This can take many forms including peer discussion, service improvement planning, presentations and creating time to be curious and safe to ask

questions at all grades, removing the feeling that any one person or grade has all the answers. This contributes to investing in the development of staff across services and breaking down barriers to talking about race. Starting from January 2024 and built into service development planning consistently across the Council from April 2024.

- h. The equalities team will annually agree with members the memorial, awareness and history events to be supported by the Council. Building on the process first introduced in April 2023, for 2024 this process will also agree the budget and responsible service for each one. This will provide a transparent and definitive account of what is being supported each year.
- i. The equalities team and HR will work together to empower our staff network equality hubs to develop awareness raising activities for the workforce. From January 2024 onwards, aligned with awareness day calendar.

36. A focus on learning and development to integrate race equality into everything we do is already in place in parts of our Council. This is the sort of practice we want all services to emulate. As Public Health staff describe:

Learning and development is central to our approach. We held two workshops following the publication of the REC report. Senior managers set clear expectations that everyone would be involved. After the workshops, senior managers involved us in designing the action plan. This helped everyone see how they were going to play a role.

We have dedicated time where people can get advice from peers, learn about new things and really dig into issues, whether that's learning what microaggressions are and how to challenge them, or looking at the latest data and talking about what it means. This started off as about race but we've expanded it to cover other protected characteristics, areas which need focus, and intersectional issues.

We started this journey before the REC when we were looking at health inequalities and then the way the pandemic effected people from Black and Asian backgrounds disproportionately badly. The REC encouraged us to make sure we were embedding race equality in everything we do. We're not done on this, but thinking about race equality is becoming part of how we get things done round here.

Action: this Committee should agree that elected members on key committees will be the first tranche to undertake an Equality, Diversity and Inclusion (EDI) level 2 equivalent certificate.

B. Consistent standards and practice

37. Standardisation makes sure than an acceptable level of performance is present in all services. It gives the processes which enable good service planning and accountability and gives a standard against which underperformance can be noticed and improved. The point of this is to:

- a. make sure race equality specifically, and equality, diversity and inclusion in general, run through everything we do.
 - b. have systems and processes in place consistently.
 - c. give a yardstick against which compliance will be expected.
38. Having strategic standards is particularly useful and important for service planning. High-level standards speak to every service and therefore can be explicitly built into service plans. This means senior leaders and managers taking the spirit and aspiration of the REC, and their subsequent action plans, and using this report to move to a more consistent, embedded approach.
39. To do this we do the following.
- a. Require all senior leaders to build on their work to date, and endorsement of the Race Equality Commission, by reflecting parts one and three of this report in their service planning and delivery approach by April 2024.
 - b. From January 2024, adopt the Local Government Association [Diverse by Design](#) approach. Through the consistent application of this approach, HR and the equalities team will ensure that as workforce or customer related policies and procedures become due for revision they are reviewed to make sure that there's nothing in their formulation or implementation to incentivise bias or discrimination. In 2024, this will include the policies for recruitment, dignity and respect, grievances, employee assistance programmes and whistleblowing.
 - c. Ahead of our new staff survey, we cleansed our workforce data. In 2024 we will conduct a fundamental upgrade of our HR management information which will gather better equality, diversity and inclusion data. This will contribute to debiasing our systems.
 - d. During early 2024, refresh our Population Knowledge Profiles based on Census 2021 data to understand the make-up of groups and communities in Sheffield. Refresh local insight comparator data.
 - e. Expect all services to look at how they can use the [Government's Standard for Ethnicity data starting in quarter 4 2023/24](#), and learn from existing good practice. We have also begun work to set demographic data expectations to encourage services to gather and report on appropriate and proportionate demographic data, particularly as part of service and directorate performance monitoring described in the Council Performance Management Framework. This will mean putting in place policy documentation and privacy statements, paired with information on why data is being collected, to enable legally compliant data collection for which residents can see the rationale and benefit. While local data improves, or where it isn't data we hold as a Council, such as teacher ethnicity data, services should draw on national data sets (such as the [Government's Ethnicity Facts and Figures Service](#)).

- f. Build on work to date and at least every two years compare our workforce data to other core cities to benchmark our performance and identify where other cities are taking improvement steps we can also draw on.
- g. We are currently looking at how we support and engage the breadth of our city's voluntary and community sector (VCS) and faith organisations. This work aims to improve working with VCS and faith partners and reshape the relationship so that we are consistently engaging with the breadth of a diverse sector, some of whom do not feel they get their voice heard or equitable access to the Council or its resources. The strength of the VCS and faith organisations is in their variety, so this work will not look to drive structure or uniformity on the sector as that would damage it and the value it brings. In response to feedback, and in line with our value that openness and honesty are important to us, we will publish more information on who we contract with and give grants to (building on the Grant Investment Programmes with Voluntary and Community Partners 2023-2028 [report to this Committee](#) in December 2022) and look at how we ensure the right support to enable the VCS and faith organisations to thrive. We will take a broad lens to this work, and use all of our links, such as through Local Area Committees as well as services, to reach residents and groups across the city.
- h. Through co-working between our procurement teams, Business Sheffield and the new Diverse Business Board, we will support businesses to understand and be involved in the procurement process and improve market engagement. This will enable us to better understand what training, information and links would help diversify those who submit bids for tendered work. This should particularly support small and medium-sized enterprises (which are more likely to be run by people from a Black, Asian and Minoritised Ethnic, including White non-British, background when compared to the management of large businesses). This will be complemented by a planned new small and medium-sized enterprises register and through finalising and enacting a new progressive and inclusive commercial strategy which sets out our complementary social value and ethical procurement policy.
- i. Roll-out My Account on the Council website to enable residents to set up an account from which they will be able to access an increasing number of Council functions. The set-up process will include asking for demographic data which will reduce burdens on residents by reducing the number of times they are asked to provide this. Increasing automation will improve the experience of Council services for everyone. This will disproportionately benefit those who are more vulnerable and use our services the most. Data will be linked through to other Council systems to drive up quality. The roll out of My Account will happen over time, with some functions from late January 2024 and

others being added through 2024 and beyond. Earlier stages in the rollout will include functions around submitting online requests, enabling customers to update their own records and enabling request progress tracking. The early functions will act as a pilot enabling learning from each stage to inform the ongoing development. The rollout of better online services should reduce demand on phonelines and in-person customer services by directing more people who can complete things online down a digital route, freeing staff to help those without digital access or who prefer to access services in-person. The Council has multiple access points in libraries, housing offices and Howden House that enable customers to access in-person and online services.

40. Some areas have taken a Continuous Improvement approach, making small changes, testing them and making tweaks to get to the right answer. This is the approach adopted around gathering equalities data for complaints in Customer Services, explained here to show the on-going, developmental approach taken by one service.

In Customer Services we're well placed to understand whether different groups of people are contacting us about the same subject. But we've really struggled to find a way to collect the data to look at this against protected characteristics, including race.

When we asked people to give us demographic data to submit a complaint we got more complaints. People want to submit their concern as quickly and easily as possible. We listened to that and switched to an optional survey, but its completion rate was under 5%.

Thinking laterally, we introduced a question to the complaint submission form asking if the complaint relates to discrimination. This makes collecting the demographic data relevant to the person submitting the complaint and allows them to state whether they think they have been discriminated against, rather than leaving it to officers to decide whether that's what has occurred.

The next step for us will be the roll-out of My Account on the Council website. This will mean that we can seek to capture equalities data when people create their account and this will then be in place for future interactions with the Council. Along with our work on customer experience and joining-up with other services, we expect this to improve our knowledge about our customers so we can trouble shoot issues which we see disproportionately affecting particular groups and provide tailored services if we see a pattern emerging.

C. Accountability

41. Accountability makes the right people responsible for what happens and expects them to be answerable for progress and outcomes. It ensures that the things we want to manage get measured and monitored. For this report specifically, the point is to:
- a. place accountability in the right place so that the right people, ask the right questions in the right fora.

- b. drive progress and improvement in an open, honest way.
 - c. encourage the sharing of risks and emerging issues early so they can be mitigated and draw in others to collaborate on solutions.
42. This is particularly important on cross-cutting, multi-organisational issues like race equality and other big challenges faced by Sheffield, like climate change. On these issues, we need to work collectively and compassionately because even where we are not in complete agreement we are not on opposing sides and need to pull together if progress is not to stall.
43. The Council takes its obligations under the Public Sector Equality Duty seriously and elected members can use their unique position to ensure the Council lives up to the requirements of that duty. For example, through asking questions about race and equalities in the committees on which they sit, particularly if they are the chair.
44. To do this, we are asking this Committee to agree the following.
- a. Elected members should further reinforce the requirements of the Public Sector Equality Duty through emphasising its importance in all elements of their decision-making.
 - b. Service actions on race equality should be reported to the service relevant committee so that accountability for progress is placed with the relevant senior leaders, elected members and committee.
 - c. Democratic services should support elected members by removing items from committee agendas if they should have an equality impact assessment and that is not supplied.
 - d. Within the Council, Performance and Delivery Board will monitor performance against the Equality Framework, factoring in the requirements of this report. This should take place on a quarterly basis.
 - e. We'll learn from our fellow Sheffield anchor organisations and conduct deep dives on whether service delivery is equitable, drawing on their approaches and frameworks. For example, the [Equality Delivery System 2022](#) used in the NHS to improve services and meet the requirements of the Equality Act 2010. We will also examine our progress against standards designed for local government, such as the [LGA Equality Framework for Local Government](#). This will commence after the Chief Operating Officer's summer 2024 commissioned assessment of organisational capacity to meet our equality, diversity and inclusion aims, as referred to above.

Action: this Committee should agree the accountability roles and responsibilities.

Accountability: Legacy body

45. The Race Equality Commission recommended the establishment of a Legacy Delivery Group to monitor, review and publish the progress of race equality in

Sheffield. Following the launch of the REC's final report, there was broad commitment across the city to develop this legacy body.

46. To ensure tangible progress was made, and to begin to map out the form of the legacy body and the specifics of how it would function and be implemented, in March 2023 Sheffield City Partnership Board (SCPb) agreed to establish a task and finish group. This group was asked to examine options, identify a workable and implementable model for Sheffield and present a recommendation back to SCPb. SCPb also agreed to appoint Richard Stubbs as the independent Chair to lead the work. Community representatives and representatives from the city's anchor institutions were appointed to the task and finish group.
47. On 3 November, SCPb agreed the task and finish group's partnership model proposal and agreed to establish the Race Equality Partnership for Sheffield as the legacy body. Partners from anchor organisations across the city are now working together to finance and implement this proposal and are planning to publish more information, including on membership, prior to a launch event around February 2024.
48. The Race Equality Partnership for Sheffield will be made up of community voices, committed organisations and institutions and use structures and spaces which help these to come together on an equal footing. It will reinforce the responsibilities of individual organisations and groups through an anti-racist commitment, build collective commitment through an action plan, and monitor and support progress towards becoming an anti-racist city. To do this it will have:
 - a. an independent Chair and vice chair.
 - b. annual race equality conventions bringing the whole partnership together to agree actions and discuss progress.
 - c. engagement networks to engage Sheffield residents in determining actions, identifying success and progress, and monitoring if changes are making a difference to people's lives.
 - d. progress and action group to support the action plan.
 - e. action plan task groups for projects and collaboration.
 - f. expert advisory council to organise the annual convention, conduct monitoring and assess progress towards the action plan.
49. A partnership of this nature needs funding to function effectively. Through the work of the task and finish group, SCPb members have agreed in principle to supporting the Race Equality Partnership for Sheffield both financially and through the provision of in-kind capacity.
50. Having considered the Council's role and position, the Council have a budget of up to £100,000 over four years to contribute to and support the work around the Race Equality Partnership for Sheffield, and provide capacity in-kind to support specific actions. As the Partnership is not legally constituted this money will be held in a Council budget line. The funding will be used to internally fund the Council's external contribution to the work above, including supporting a paid secretariat function (initially this will be a new post paid for

by the Partnership and hosted within the council). This budget allocation will be kept under review (in the context of ensuring that the Partnership continues to be adequately funded by all committed partners). Once the Race Equality Partnership for Sheffield is up and running its costs will be more firmly established and other organisations contributions will also be known. These costs will begin from the new financial year with implementation activity in the current financial year drawn from existing budgets.

51. Supporting these costs are part of how we invest in ensuring that the legacy of the REC leads to improved race equality within Sheffield. While most of our activity can be met within existing budgets, as a city leader it is important we lead by example in providing funding where it will accelerate progress.

52. It is also the Council's intention to hold each partner's financial contribution as accountable body for the work around the Race Equality Partnership for Sheffield as agreed at the November meeting of the Sheffield City Partnership Board. The formal details of this arrangement are yet to be confirmed and are subject to separate Council approval.

Action: this Committee should note the substantial, positive work of the legacy body task and finish group and extend gratitude to its chair, members and those who have supported its work.

Action: this Committee should agree the Council budget of £100,000 over four years to fund internal spend on the Council's external contribution to work around the Race Equality Partnership for Sheffield.

D. Engagement

53. We need to listen to and use the views, knowledge and experience within and beyond the Council to improve what we do. In the workplace, this helps people feel happier and that their views are not only listened to but acted upon and helps create a sense of belonging. More widely, it makes the services we provide better and more tailored to current and future needs.

54. The point of this is to:

- a. Understand the views of our staff and City and value varied perspectives and increase innovation.
- b. improve problem solving and decision making through more immediate feedback.
- c. build and nurture relationships so we can work together on shared aims.

55. Throughout the response to the REC to date, Council teams have said that collaboration is key. It can help ensure that unique perspectives are considered and can drive creativity and lead to better delivery.

56. To do this we will do the following.

- a. Governance Committee has focused work on community participation and engagement factored into its workplan for January 2024. Core to this work is improving the way we get the views of all communities. This report and the work on the VCS and faith organisations relationships (as covered in the meeting consistent standards section

above) will inform the scope of the work so that we can build confidence, relationships and transparency, all aligned against the forthcoming City Goals and linked to the Local Area Committees.

- b. We have recently revamped our staff network equalities hubs, provided training and given all staff an entitlement to dedicated time to participate to increase parity of access. The hubs are expected to reach out to staff who are most in need of them and enable them to participate. They have a clear escalation route and link through our council governance to the Strategic Equality Inclusion Board. This should amplify staff voice.
 - c. We have recently signed a contract with a staff engagement platform provider for three years. This has enabled us to launch our new staff survey which has questions on equality. The platform will enable findings to be analysed by demographic and provide a way to consistently conduct organisation wide and targeted staff engagement.
 - d. Improve our workforce engagement from December 2023 through increasing employee relations capacity within our HR department.
 - e. Supporting the development of stronger interfaith structures in the city recognising, through work since October, that current arrangements are insufficient for a city of this size. This development work will continue through 2024, expanding and strengthening the links and structures between the diverse range of faith groups and organisations in Sheffield.
 - f. Use our links to amplify what we and our partners do by gathering information and sharing that through internal and external communications, promoting our communications channels and sharing with the Race Equality Partnership for Sheffield.
57. Our revamped equality, diversity and inclusion training package will also give all staff access to effective training which will enable them to have confident conversations with colleagues, residents and partners. These first-point-of-contact interactions are what residents and others judge us on. By giving our staff the knowledge they need, we will make our services more effective and improve these interactions.
58. Some areas have already thought about how they diversify the voices they hear.

In Youth Voice and Influence Service (Community Youth Services) we support the Council to engage with young people across the city. This is done in various ways – from running creative consultations, to visiting every Council run youth club each quarter, to holding youth voice conferences. We just had a youth conference where we talked about the cost-of-living crisis, health and wellbeing, and places to go and things to do for young people. We take the conferences to where we will reach young people who might not get to take part in things like this normally – we chose the venue for this one so that young people at local schools across North East Sheffield could attend. It was a really vibrant and

diverse group who had a lot to say. Their voice will help influence decision making across the themes discussed.

Making sure we go to where young people are, engage in the way they want to be engaged with and ensure diversity, is engrained in the way we do things. This shows in the diversity of our key groups. Every two years, we run the elections to recruit new Youth Councillors for Sheffield Youth Cabinet and for members of UK Youth Parliament. We intentionally work with schools to encourage them to think about the young people who would want to be involved but might have barriers. We need to dispel the idea that politics is only for a certain sort of person! We have link seats and special interest seats to which young people are appointed so we ensure representation which might otherwise be missing. These change depending on the representation gaps or issues which are important to them.

Taking a young person-centred approach means that we have no problems with young people wanting to take part. By actively listening to them we empower them to lead and develop their own projects. They launched the really powerful [Be That Mate](#) video about violence against women and girls, which led to conversations about hate crime. They wanted to educate people in a positive way, the result of that was the amazing [Bounce Hate](#) video.

We're always looking at how to innovate and are looking forward to launching youth ambassadors for equality, diversity and inclusion in 2024.

E. Leadership

59. If we are to make a success of our aspirations and live up to our standards, the Council's senior officers and elected members need to lead from the front.
60. By endorsing this report, we are asking elected members to agree to support officers and the wider community in a spirit of joint endeavour and kindness, by setting clear expectation of commitment to race equality.
61. To do this senior leadership board will do the following.
 - a. Hold each of our directorates to account for performance against the standards set out in this report and building them into service plans with monitoring quarterly.
 - b. Has designated senior inclusion and diversity workforce champions. These people are all members of the senior leadership board and include the Chief Executive as intersectionality champion. The champions link with the staff network equality hubs and support the Council to foster an inclusive environment. These roles do this by modelling inclusion, staff engagement, supporting initiatives and championing specific diversities. While these are predominately workforce facing roles, where appropriate they will be briefed on, and on occasion involved in, external facing activities. This emphasis ensures that these roles complement, but do not overlap with, each service areas' responsibilities to factor equality, diversity and inclusion

and race equality into their service design, planning and delivery. Annex D sets out more about these roles.

- c. Hold quarterly roundtable meetings with different groups of staff to ensure senior leadership board members have an accurate understanding of the experiences of different groups.
 - d. During Autumn 2024, after the launch of the Equality Framework and new learning and development, assess readiness to introduce further initiatives. These could include reverse/reciprocal mentoring depending on what we assess will best promote quality practice.
 - e. Increase their engagement with schools, colleges and training providers so more young people and career changers see Sheffield City Council as somewhere they could belong and have a rewarding career. From Spring 2024 onwards.
62. The Council's leadership team have been prioritising compassionate leadership through 2023 and bringing this together with other cross-cutting priority themes. On 24 November 2023, senior leaders in the Council gathered for a leadership conference, the afternoon of which was dedicated to anti-racism:

Having used the morning session at the leadership conference to put the strategic direction of the Council to the front of our minds, Kate Josephs, the Chief Executive, opened the afternoon with a powerful speech on why anti-racism is important to her and this Council. She made it clear that anything less than anti-racism isn't good enough. As leaders we need to make sure our teams understand that and get on board with making it a reality.

We were really fortunate to have Professor Habib Naqvi MBE, Chief Executive of the NHS Race and Health Observatory, present to us. He talked us through the health, wealth, housing, justice system and employment evidence which all shows that people from a Black, Asian and Minoritised Ethnic background have, in general, poorer experiences and outcomes in majority White population countries. Looking at the impact this has, and the common challenges in organisations; he spoke to us about the Race and Health Observatory's approach which looks at structural, institutional and interpersonal racism, their principles and how those can be translated into action. The emphasis on 'causes of causes' – tackling the root of inequality – really resonated with those attending, as we all want our services to reach and meet the needs of everyone, while ensuring workplaces are inclusive environments.

Having showed us a range of data, approaches and case studies of replicable good practice, we then spent time in smaller groups reflecting on what Professor Naqvi had said and what it meant to us. This was really powerful time where we had honest conversations, not just about the policies and strategies but also about the day-to-day work with our teams. This enabled us to get support from peers and to think about the next actions we'd each take.

All together this gave us each a way to talk to our teams about our Council vision and how we achieve that and ensure race equality runs through our service planning and our workforce.

The Council Plan, Equality Framework and Race Equality approach

63. The Council Plan, along with the Performance Management Framework and Medium-Term Financial Strategy, provides the strong foundation from which the Equality Framework and Race Equality approach flow.
64. The Council Plan has three policy drivers – people, prosperity and planet – which place people at the heart of what we do while prioritising long-term prosperity in a way which protects the local environment. Its five strategic outcomes for the Council, informed by the things residents care about, are cross-cutting. Every area will contribute to achieving them by focusing capacity on critical priorities.
65. The Equality Framework supports the Council Plan’s strong focus on equalities by considering the differential impacts between and across communities and groups. Its goals support the Council Plan’s policy drivers and strategic aims to improve equality, diversity and inclusion and reduce disparities and inequality.
66. The Race Equality approach runs on directly from these, setting out a holistic strategy with statements of intent and clear steps to guide our journey to becoming anti-racist.
67. Together these plans tell people who we are and where we’re heading. Along with the Performance Management Framework, which provides the structure for how the Council will deliver, they enable us to transparently monitor delivery, share success and progress and intervene if issues occur.
68. This approach builds equality, diversity and inclusion in general, and race equality in specific, into the way all services deliver their functions, and enables our workforce to see how they contribute.
69. We have and will continue to use intelligence from stakeholders, along with information from within the Council and good practice, to develop and evolve our approach. For example, at the 12 October 2023 REC community event, stakeholders gave their views on progress and initiatives to the Council, Sheffield University, Sheffield Hallam University, South Yorkshire Police, the Office of the Police and Crime Commissioner, Sheffield Teaching Hospitals and Sheffield Health and Social Care Trust. This valuable feedback was wide ranging and themes included:
 - a. urgency for the legacy body to be set up so that organisations across the city have somewhere dedicated to race equality to join-up, share information, monitor progress and amplify voices,
 - b. the importance of representation and listening to diverse voices, especially those who we are not currently good at reaching and listening too or who operate outside of traditional processes,
 - c. suggestions for practical support which organisations could supply or link stakeholders up with, for example, contract bid writing,

- d. improving communications to share successes and progress, amplify each other's work and clarify roles and responsibilities,
- e. recruitment practices to avoid people appointing in their own likeness,
- f. sustainability for small and community-based organisations,
- g. investigations into areas where issues of equality are identified,
- h. person-focused, non-hierarchical approaches which empower rather than take over, and share information and resources, and,
- i. improving how the large Sheffield organisations share information between and beyond themselves more easily and frequently.

Next steps

70. Following the agreement of this report, the actions set out in part three will be implemented and reporting will commence in line with the sections on accountability and the Equality Framework.

HOW DOES THIS DECISION CONTRIBUTE?

71. The REC set out recommendations to Sheffield as a city, and organisations including the Council, to support and challenge us all to take action to improve race equality. The Council has taken significant steps towards this through service specific action plans and organisation wide activity. It has also supported the establishment of a task and finish group to support the establishment of a race equality commission legacy body which will take the form of a new Race Equality Partnership for Sheffield. It has reported on these activities to this Committee through a response report in December 2022 and an update on progress in August 2023.

72. In August, this Committee agreed that the Council needed to go further and faster to make meaningful progress on race equality. Since then, we have worked with services across the organisation to better understand progress to date and what is needed to support further action. We have also engaged with stakeholders and drawn on data and the evidence base. This report is the culmination of that work and provides a holistic approach to ensure all services are pushing forwards.

73. This work has also contributed to defining the Council Plan and Equality Framework. There is a suite of interrelated plans into which this approach fits. They collectively show a golden thread from the Council Plan through the Equality Framework to this race equality approach and on to service plans and individual's objectives, all contributing towards the city goals. This approach builds equality, diversity and inclusion in general, and race equality in specific, into the way all services should deliver their functions, and enables our workforce to see how they contribute.

HAS THERE BEEN ANY CONSULTATION?

74. The development of the Council's response to the REC involved senior leaders, service managers, staff and staff networks. This report builds on that, working with many teams across the Council to understand progress, gaps and improvements which will drive change. It draws on the findings of the REC which engaged with residents and stakeholders across and beyond Sheffield. It also draws on stakeholder feedback gathered through stakeholder and community events on 14 July 2023 and 12 October 2023.
75. Stakeholders have told us that the Council needs to be clear about what it stands for on race equality and how its approach fits into other Council priorities and plans, and in doing so, show leadership in what it chooses to do. This report provides the response to that feedback by setting out the Council owned holistic approach, building on significant progress to date and setting the approach in the context of the Equality Framework and the Council Plan.

RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

Equality Implications

76. The Council conducted an Equality Impact Assessment as part of developing its response to the Race Equality Commission. That impact assessment has been revised for this report and is attached.
77. Some people have asked whether we should be working towards anti-racism rather than being anti-racist. The approach in this paper encompasses anti-racism with its emphasis on accountability, consistent standards and practice, and looking at removing biases. For this report, we have made a decision to retain the language of the Race Equality Commission which specifically asked us to become anti-racist. Annex E sets out this report's approach to terminology.

Financial and Commercial Implications

78. The Council budget for its contribution to support work around the Race Equality Partnership for Sheffield (the legacy body) is up to £100,000 over four years. This has been included in the 2024/25 Business Planning.
79. To date the Council has invested in race equality actions within existing budgets. In addition, the Council has funded the Sheffield Race Equality Commission and the 2023 programme of awareness days, including: Holocaust Memorial Day, Race Equality Matters Week, Windrush 75th anniversary and Black History Month. The Council has also contributed to supporting and resourcing the legacy body task and finish group to facilitate the city to work together to establish a lasting legacy from the commission.
80. There are no costs associated with the member Equality, Diversity and Inclusion level 2 equivalent certificate training. This is free as long as the person enrolling is: over 19, has lived in England or the EU for the last 3 years, and, is not currently enrolled on any other government funded course.

81. There will be financial costs associated with the revamped Learning and Development package for Sheffield City Council staff. These will be costed following further development but early work estimates this could be initially in the region of £200,000 for the first 2 years (including the costs of our Inclusive Employers membership).

Legal Implications

82. The Council has a duty under the Equality Act 2010 to, in the exercise of its functions, have due regard to the need to:

- a. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
- b. Advance equality of opportunity between people who share a protected characteristic and those who do not.
- c. Foster good relations between people who share a protected characteristic and those who do not.

83. The Act explains that having due regard for advancing equality involves:

- d. Removing or minimising disadvantages suffered by people due to their protected characteristics.
- e. Taking steps to meet the needs of people from protected groups where these are different from the needs of other people.
- f. Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

84. Delivering against the Race Equality Commission report will assist the Council in meeting its duty under the Equality Act 2010.

85. However, it is also recognised that as the Race Equality Commission report sets out, the aim of being Anti-Racist goes beyond meeting legal duties.

Climate Implications

86. A full scored Climate Impact Assessment (CIA) has not been deemed necessary, however the climate implications of the report have been considered. The actions within this report do not have immediate nature and land use, adaptation, buildings and infrastructure, transport, economy, energy, resource use or waste implications.

87. Against the CIA category of Influence: people from a Black, Asian or Minoritised Ethnic background are likely to be impacted by the climate emergency both in Sheffield (due to overlaps with levels of poverty and health disparities) and through family links to places feeling the impact of climate change most intensely. Work to improve the data we hold and to work with communities should contribute to addressing these inequalities.

ALTERNATIVE OPTIONS CONSIDERED

88. This Committee agreed that the Council should pursue a specific approach to race equality. This report does not recommend a change to that approach.

REASONS FOR RECOMMENDATIONS

89. To build on progress to date and provide the Council with the next stepping stone in the on-going journey towards race equality.

Annexes

Annex A: Summary of this report's recommendations and the actions in part 3

Action	Timeframe	Responsible Directorate/ Committee
Recommendations		
Adopt part 1 of this report and support and challenge officers, partners and each other, in a spirit of joint endeavour and kindness, so that everyone aligns what they do and how they do it against shared statements of intent.	From December 2023 and ongoing	Organisation wide
Through this report, and in individual letters of thanks, formally acknowledge the Race Equality Commission, its independent Chair and its 24 commissioners, including Council staff members who took on commissioner roles alongside their work, and those who supported them.	Letters to be sent in January 2024	Strategic Support Services
Note part 2 of this report.	December 2023	Strategy and Resources Committee
Agree the actions in part 3, summarised below, and champion this report's aims across the Council's policy committees, and across the breadth of the Council's committee system, and ask the Governance Committee to support the implementation of this approach	From December 2023 and ongoing	All committees, supported by Governance Committee and Strategic Support Services
Agree that elected members on key committees will be the first tranche to undertake an Equality, Diversity and Inclusion (EDI) level 2 equivalent certificate	See below	
Agree the accountability roles and responsibilities	December 2023	Strategy and Resources Committee
Note the substantial, positive work of the legacy body task and finish group and extend gratitude to its chair, members and those who have supported its work	December 2023	Strategy and Resources Committee
Approve the Council budget of £100,000 over four years, earmarked in the 2024/25 Business Planning to fund internal spend on the Council's external contribution to work around the Race Equality Partnership for Sheffield	December 2023	Strategy and Resources Committee
A. learning, development and awareness raising		
a) Inclusive Employers Partnership level	Beginning in January 2024 for an initial	Strategic Support Services

Action	Timeframe	Responsible Directorate/ Committee
membership.	term of 2 years with option to extend	
b) commissioning of a revamped equality, diversity and inclusion training package (continuing to complete our existing training as a baseline).	Commissioned and in place during 2024	Strategic Support Services
c) Prioritise and nurture middle and front-line managers via our revamped L&D package and management essentials pilots.		
d) Write equality requirements into senior manager job performance monitoring to further embed this responsibility into roles.	During 2024 and ongoing	Strategic Support Services
e) First tranche of elected members to complete a level 2 equivalent certificate in equality, diversity and inclusion (EDI).	First Tranche from January 2024	Strategic Support Services
f) In 2024 after the launch of the Equality Framework, the Chief Operating Officer will commission an assessment of corporate organisational capacity to support the organisation to meet our Equality aims.	Summer 2024	Strategic Support Services
g) Expect all services to dedicate time to discussion and learning around race and other protected characteristics.	Starting from January 2024 and built into service development planning consistently across the Council from April 2024.	All services
h) annually agree with members the memorial, awareness and history events to be supported by the Council, led by the most appropriate service.	Annually	Strategic Support Services
i) empower our staff network equality hubs to develop awareness raising activities for the workforce.	From January 2024 onwards, aligned with awareness day calendar.	Strategic Support Services
B. Standardisation		
a) require all senior leaders to reflect part one of this report in their service planning and delivery approach.	By April 2024	All services (Performance and Delivery Board and Senior Leadership Board to check compliance.)
b) adopt the Local Government Association Diverse by Design approach.	From January 2024 and use for debiasing policies across 2024.	

Action	Timeframe	Responsible Directorate/ Committee
c) fundamental upgrade of our HR management information which will build in improving equality, diversity and inclusion data.	During 2024	Strategic Support Services
d) refresh our Population Knowledge Profiles based on Census 2021 data.	By February 2024.	Strategic Support Services
e) all services to look at how they can use the Government's Standard for Ethnicity data , learn from existing good practice and data sets, and work to set demographic data expectations.	Across 2024.	Strategic Support Services
f) benchmark our performance and identify where other cities are taking improvement steps we can also draw on.	At least every two years.	Strategic Support Services
g) Voluntary and community sector and faith organisations review to improve working and reshape the relationship.	During 2024	Integrated Commissioning
h) Supporting businesses to engage with our procurement processes, complemented by a planned new small and medium-sized enterprises register and commercial strategy.	During 2024	Strategic Support Services
i) Roll-out My Account on the Council website to enable residents to set up an account from which they will be able to access multiple Council functions.	Phased rollout begins January 2024.	Strategic Support Services
C. Accountability		
a) Councillors to further reinforce the Public Sector Equality Duty through their decision-making.	Ongoing	Strategic Support Services
b) Service actions on race equality will be reported to the service relevant Committee so accountability is placed with the relevant senior leaders, elected members and Committee.	Ongoing	All services (Monitored by Performance and Delivery Board.)
c) Democratic services to remove items from committee agendas if they are submitted without a required EIA.	Ongoing	Strategic Support Services
d) Performance and Delivery Board monitor performance against Equality Framework, factoring in the requirements of this report.	Quarterly	Strategic Support Services
e) conduct deep dives on service equality delivery.	Following summer 2024 organisation capability assessment.	Strategic Support Services
<i>Contributing to establishing the Race Equality Partnership for Sheffield working</i>	<i>Costs begin from the new financial year</i>	<i>Strategic Support Services</i>

Action	Timeframe	Responsible Directorate/ Committee
<i>with partners from anchor organisations across the city to finance and implement the model ahead of a launch around February 2024.</i>	<i>with implementation activity in the current financial year drawn from existing budgets.</i>	
D. Engagement		
a) community participation and engagement review (Governance Committee led).	Beginning in January 2024	Strategic Support Services
b) support revamped our staff network equalities hubs.	Ongoing	Strategic Support Services
c) new staff survey.	Contracted for an initial term of three years	Strategic Support Services
d) dedicated employee relations capacity.	December 2023 onwards	Strategic Support Services
e) Supporting the development of stronger interfaith structures.	During 2024	Strategic Support Services
f) Use our links to amplify what we and our partners do.	Ongoing	Strategic Support Services
E. Leadership. Senior Leadership Board to:		
a) hold each of our directorates to account for performance against the standards set out in the report, building them into service plans and monitoring work through the Equality Framework.	Quarterly	Senior Leadership Board
b) senior inclusion and diversity workforce champions.	Ongoing	Senior Leadership Board
c) quarterly roundtable meetings with groups of staff to ensure SLB understand the experiences of different groups.	Quarterly	Senior Leadership Board
d) During 2024 assess readiness to introduce further initiatives.	Autumn 2024	Senior Leadership Board
e) Increase engagement with schools, colleges and training providers so more young people and career changers see Sheffield City Council as somewhere they could belong and have a rewarding career.	From spring 2024 onwards	Senior Leadership Board

Annex B: Census ethnicity data for Sheffield, 1991, 2001, 2011 and 2021

1991	Sheffield	%
Total persons	501,174	100
Ethnic group: White	475,993	94.98
Ethnic group: Pakistani	8,883	1.77
Ethnic group: Black Caribbean	4,992	1.00
Ethnic group: Other	3,592	0.72
Ethnic group: Persons born in Ireland	3,412	0.68
Ethnic group: Black other	1,847	0.37
Ethnic group: Indian	1,396	0.28
Ethnic group: Chinese	1,332	0.27
Ethnic group: Black African	1,101	0.22
Ethnic group: Bangladeshi	1,082	0.22
Ethnic group: Other Asian	956	0.19

2001	Sheffield	%
All categories: Ethnic group	513,234	100.0
White: British	457,728	89.2
Asian/Asian British: Pakistani	15,844	3.1
White: Other	7,152	1.4
Black/Black British: Black Caribbean	5,171	1.0
Mixed: White and Black Caribbean	3,704	0.7
White: Irish	3,337	0.7
Black/Black British: Black African	3,294	0.6
Asian/Asian British: Indian	3,030	0.6
Asian/Asian British: Other	2,598	0.5
Chinese/Other: Chinese	2,201	0.4
Mixed: White and Asian	2,085	0.4
Chinese/Other: Other	2,064	0.4
Asian/Asian British: Bangladeshi	1,910	0.4
Mixed: Other	1,728	0.3
Mixed: White and Black African	711	0.1
Black/Black British: Other	677	0.1

2011	Sheffield	%
All usual residents	552,698	100.0
White: English/Welsh/Scottish/Northern Irish/British	446,837	80.8
Asian/Asian British: Pakistani	21,990	4.0
White: Other White	12,458	2.3
Black/African/Caribbean/Black British: African	11,543	2.1
Other ethnic group: Arab	8,432	1.5
Asian/Asian British: Chinese	7,398	1.3
Asian/Asian British: Indian	5,868	1.1

Asian/Asian British: Other Asian	5,803	1.0
Black/African/Caribbean/Black British: Caribbean	5,506	1.0
Mixed/multiple ethnic groups: White and Black Caribbean	5,450	1.0
Other ethnic group: Any other ethnic group	3,966	0.7
Mixed/multiple ethnic groups: White and Asian	3,490	0.6
Asian/Asian British: Bangladeshi	3,326	0.6
Mixed/multiple ethnic groups: Other Mixed	3,053	0.6
Black/African/Caribbean/Black British: Other Black	3,033	0.5
White: Irish	2,891	0.5
Mixed/multiple ethnic groups: White and Black African	1,296	0.2
White: Gypsy or Irish Traveller	358	0.1

2021	Sheffield	%
Total Sheffield population	556,523	100.0
White: English, Welsh, Scottish, Northern Irish or British	414,698	74.5
Asian, Asian British or Asian Welsh: Pakistani	27,671	5.0
White: Other White	19,971	3.6
Black, Black British, Black Welsh, Caribbean or African: African	18,237	3.3
Other ethnic group: Arab	8,956	1.6
Other ethnic group: Any other ethnic group	8,575	1.5
Mixed or Multiple ethnic groups: White and Black Caribbean	7,524	1.4
Asian, Asian British or Asian Welsh: Other Asian	7,440	1.3
Asian, Asian British or Asian Welsh: Chinese	7,393	1.3
Asian, Asian British or Asian Welsh: Indian	6,798	1.2
Mixed or Multiple ethnic groups: White and Asian	5,214	0.9
Black, Black British, Black Welsh, Caribbean or African: Caribbean	4,647	0.8
Mixed or Multiple ethnic groups: Other Mixed or Multiple ethnic groups	4,535	0.8
Asian, Asian British or Asian Welsh: Bangladeshi	4,258	0.8
White: Irish	2,750	0.5
Black, Black British, Black Welsh, Caribbean or African: Other Black	2,628	0.5
White: Roma	2,456	0.4
Mixed or Multiple ethnic groups: White and Black African	2,431	0.4
White: Gypsy or Irish Traveller	341	0.1

Annex C: Census ethnicity data for Sheffield's over-65s population in 2021

2021	Sheffield	%
Total	94,816	100.00
White: English, Welsh, Scottish, Northern Irish or British	88,254	93.08
Asian, Asian British or Asian Welsh: Pakistani	1,523	1.61
White: other White	891	0.94
Black, Black British, Black Welsh, Caribbean or African: Caribbean	855	0.90
White: Irish	741	0.78
Black, Black British, Black Welsh, Caribbean or African: African	499	0.53
Asian, Asian British or Asian Welsh: Indian	344	0.36
Other ethnic group: Arab	302	0.32
Asian, Asian British or Asian Welsh: Chinese	287	0.30
Other ethnic group: Any other ethnic group	277	0.29
Asian, Asian British or Asian Welsh: other Asian	245	0.26
Asian, Asian British or Asian Welsh: Bangladeshi	171	0.18
Black, Black British, Black Welsh, Caribbean or African: other Black	98	0.10
Mixed or Multiple ethnic groups: Other Mixed or Multiple ethnic groups	97	0.10
Mixed or Multiple ethnic groups: White and Asian	82	0.09
Mixed or Multiple ethnic groups: White and Black Caribbean	78	0.08
Mixed or Multiple ethnic groups: White and Black African	46	0.05
White: Roma	14	0.01
White: Gypsy or Irish Traveller	12	0.01

Annex D: Senior inclusion and diversity workforce champions

- I. This role will play a crucial part in making the Council's emphasis on equality, diversity and inclusion more explicit for staff by harnessing the passion, influence, and commitment of our senior leaders as visible champions. This will support the efforts of our equalities team and contribute to our values, by fostering an inclusive, diverse and equitable environment and shaping an organisation that values diversity.
- II. Inclusion and diversity workforce champions will take responsibility for a characteristic and help drive our equalities programme by advocating for change and promoting equality, diversity, and inclusivity. They will champion a particular characteristic but should think about intersectionality and join-up with fellow champions.
- III. The role does not take responsibility for commissioning or activity owned by services. It is concerned with advocacy, allyship and being an ambassador, by using senior positions to promote equalities and create an organisational culture of inclusivity across the workforce.

- IV. These roles will focus on: advocacy and support, collaboration and engagement, leadership alignment through ensuring strategic goals and priorities integrate equality, diversity and inclusivity in decision-making processes, cultural transformation, promoting learning, feedback and amplifying success.
- V. We have agreed to have champions representing the following characteristics: age, disability, LGBT+, women, race, faith, social mobility, care experienced and intersectionality. The Council has previously appointed a veterans and armed forces champion.
- VI. Following the introduction of these champion roles, we will keep under review the need for a men's champion or a carers champion. The Equality and Engagement team will support all champions to consider the protected characteristics of marriage and civil partnership and pregnancy and maternity, as relevant within the champion roles above.
- VII. We will look to use our forthcoming Inclusive Employers membership to access [specific training for this role](#).

Annex E: Terminology

- I. The Race Equality Commission (REC) asked all Sheffield organisations to minimise the use of less popular terms and emphasise intersectionality and specific group preferences and needs regarding ethnicity, language and culture. The REC's assessment of terminology is set out on pages 20-22 of [the REC report](#) and has been used to guide our approach along with other sources including the CIPD guidance [How to talk about race at work](#) and the Business in the Community toolkit [Let's Talk About Race](#).
- II. Language is always evolving and as a modern organisation we will keep the language we use under review and responsive to society, our customers, residents and staff.
- III. Within this report we take the approach used by the Race Equality Commission, referring to specific disaggregated groups where possible while turning to Black, Asian and Minoritised Ethnic, as a collective term. We use the term race or ethnicity where reflecting the wording used by the source the information is drawn from. We explain which groups are and are not included in aggregated terms.
- IV. Some people have asked whether we should be working towards anti-racism rather than being anti-racist. The approach in this paper encompasses anti-racism with its emphasis on accountability, consistent standards and practice, and looking at removing biases. For this report, we have made a decision to retain the language of the Race Equality Commission which specifically asked us to become anti-racist.

PART A - Initial Impact Assessment

Proposal Name: Race equality in our Council

EIA ID: 2469

EIA Author: Lucy Heyes

Proposal Outline:

This Equality Impact Assessment links to the December 2023 report Race Equality in our Council to Strategy and Resources Committee. That report follows on from the Council's initial response to the Race Equality Commission in December 2022 and update on progress in August 2023. Previous reports recognised that a detailed, action-focused response that is fully owned by Members and officers was required. The report sets out the council's holistic, future-facing approach to race equality through a position statement on what we stand for, the current status of the Council and progress against the seven qualities the Race Equality Commission said an anti-racist organisation would have in place, and a multifaceted approach to actions under 5 themes. The development of the report brought in teams from across the Council to develop actions and test the approach. This process also tested the What We Stand For statements. Senior leadership have also inputted extensively and monitored the work through both the SEIB and through monthly monitoring meetings with the Chief Executive and Chief Operating Officer. The overall equality impact will be positive. The actions and position statement in the report will contribute to improving race equality. They also dock into the EDI framework so that they have an intersectional benefit and align with the Council Plan and statutory Equality Objectives. This contributes to advancing equality of opportunity. A further point to note is the recommendation of the Race Equality Commission that a mechanism can be developed to enable external input into SCC EIAs. This work is ongoing and is part-dependent on the successful development of SCC Race Equality Hubs and the REC legacy group. The focus on engagement and the relationship with the Voluntary and Community Sector and Faith organisations will foster good relations. The report sets out the data on where we are as a city and an organisation currently and aims to maximise the benefits of diversity and eliminate discrimination, harassment and victimisation. The prior reports on

which this builds have conducted a full impact assessment which is still applicable to this report (see EIA 2294 (previously 1228). As this report is a strategic, holistic report which sets the position, actions and standards for the Council the full impact assessments are needed as services across the Council make changes and integrate the approach into their ways of working. This is because the impact will be different based on the demographics of the workforce and customers of each service so completing a full EIA on this report instead would fail to capture this.

Proposal Type: Budget

Entered on QTier: No

QTier Ref: #

Year Of Proposal: 24/25

Lead Director for proposal: James Henderson (CEX)

Service Area: Policy and Democratic Engagement

EIA Start Date: 11/1/2023

Lead Equality Objective: Becoming an Anti-Racist Organisation & City

Equality Lead Officer: Ed Sexton

Decision Type

Committees: Policy Committees

- Strategy & Resources

Primary Portfolio:

Policy and Democratic Engagement

EIA is cross portfolio:

Yes

All other directorates

EIA is joint with another organisation:

No

Overview of Impact

Overview Summary:

This Equality Impact Assessment links to the December 2023 report Race Equality in our Council to Strategy and Resources Committee. That report follows on from the Council's initial response to the Race Equality Commission in December 2022 and update on progress in August 2023. Previous reports recognised that a detailed, action-focused response that is fully owned by Members and officers was required. The report sets out the council's holistic, future-facing approach to race equality through a position statement on what we stand for, the current status of the Council and progress against the seven qualities the Race Equality Commission said an anti-racist organisation would have in place, and a multifaceted approach to actions under 5 themes. The development of the report brought in teams from across the Council to develop actions and test the approach. This process also tested the What We Stand For statements. Senior leadership have also inputted extensively and monitored the work through both the SEIB and through monthly monitoring meetings with the Chief Executive and Chief Operating Officer. The recommendations are that individual policy committees will be responsible for being assured that race equality issues that fall in their remit are being progressed. The report recommends that Strategy and Resources Committee:

- adopt the what we stand for statements in part 1 of the report and support and challenge officers, in a spirit of joint endeavour and kindness, so that everyone aligns what they do and how they do it against them.
- note the date in part 2 of the report.
- agree the actions under the themes of learning, development and awareness raising, consistent standards and practice, accountability, engagement and leadership in part 3 of the report and champion those actions across the Council's committee system, and ask governance

committee to ensure that this happens. • agree that members on key committees will be the first tranche to undertake an Equality, Diversity and Inclusion (EDI) level 2 equivalent certificate; • agree the accountability roles and responsibilities; • note the substantial, positive work of the legacy body task and finish Group and extend gratitude to its chair, members and those who have supported its work; and, • agree the Council’s contribution to funding for activity around the Sheffield Race Equality Partnership. This builds on the substantial work to date and works towards the Council becoming an anti-racist organisation. The Council’s response as a city leader, service provider and employer aims to drive out discrimination and champion. The challenging circumstances brought about by financial cuts, tensions regarding international issues and the cost of living crisis and its disproportionate effect on those who are in poverty make this more essential.

Impacted characteristics:

- Age
- Carers
- Cohesion
- Disability
- Gender Reassignment
- Health
- Partners
- Poverty & Financial Inclusion
- Pregnancy/Maternity
- Race
- Religion/Belief
- Sex
- Sexual Orientation
- Voluntary/Community & Faith Sectors

Impacted local area(s):

All

Consultation and other engagement

Cumulative Impact

Does the proposal have a cumulative impact:

Yes
Page 90

Impact areas:

Year on Year, Geographical Area, Across a Community of Identity/Interest

Initial Sign-Off

Full impact assessment required:

No

Review Date:

11/28/2023

Action Plan & Supporting Evidence

Outline of action plan:

Action plan evidence:

Changes made as a result of action plan:

Mitigation

Significant risk after mitigation measures:

Outline of impact and risks:

Review Date

Review Date:

11/28/2023

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Report to Policy Committee

Author/Lead Officer of Report: James Henderson, Director of Policy and Democratic Engagement

Tel: 0114 2734072

Report of: *Director of Policy and Democratic Engagement*

Report to: *Strategy and Resources Committee*

Date of Decision: *21 December 2023*

Subject: *Street Tree Inquiry – Progress Monitoring*

Type of Equality Impact Assessment (EIA) undertaken Reference Number 2121	Initial <input type="checkbox"/>	Full <input checked="" type="checkbox"/>
Has appropriate consultation/engagement taken place?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>

Purpose of Report:

This report is provided to Strategy and Resources Committee as agreed at their meeting on 19 June 2023 to provide an update on progress made towards the actions agreed as part of the Council's response to the Independent Street Tree Inquiry. It highlights the work done to date to deliver the agreed actions and sets out proposed next steps.

Recommendations:

That the Strategy and Resources Committee:

1. *Note the progress made towards the actions agreed in the June 2023 'Learning from the past and moving ahead: response to the Sheffield Street Tree Inquiry' report*
2. *Agree the proposed next steps, as set out at para 1.33 of this report*
3. *Agree to receive a further report in July 2024 on progress towards the recommendations agreed in the June 2023 report*

Background Papers:

(Insert details of any background papers used in the compilation of the report.)

Report of the [Sheffield Street Trees Inquiry](#)

[Learning from the past and moving ahead](#): response to the Sheffield Street Tree Inquiry

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed.	Finance: <i>Liz Gough, Head of Service Finance and Commercial Services</i>
		Legal: <i>David Hollis, General Counsel</i>
		Equalities & Consultation: <i>Adele Robinson, Equalities and Engagement Manager</i>
		Climate: <i>considered in service</i>
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	SLB member who approved submission:	<i>Kate Josephs, Chief Executive</i>
3	Committee Chair consulted:	<i>Cllr Tom Hunt</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>James Henderson</i>	Job Title: <i>Director of Policy and Democratic Engagement</i>
	Date: <i>13 December 2023</i>	

1. PROPOSAL

Background and introduction

- 1.1 In March 2023, Strategy and Resources Committee formally received the independent report into the Sheffield Street Trees Dispute, which was chaired by Sir Mark Lowcock. Subsequently, in June 2023, the Committee agreed the Council's response to the recommendations in that report, agreeing to all of the findings and recommendations (and in some cases going beyond what Sir Mark recommended) and setting out an action plan to ensure delivery of the change required.
- 1.2 Part of the next steps agreed in that report were for Strategy and Resources Committee to receive two progress reports to update the committee on the work done to date. This is the first of those two reports.
- 1.3 The draft Council Plan, endorsed by Strategy and Resources Committee at their meeting on 13 December, has as one of its key drivers a focus on people: "we will listen, involve and work with the people of our great city. We will celebrate and stand up for the diversity of Sheffield, maximising the assets and strengths of communities, connecting more people into the city's success and creating opportunities for everyone."
- 1.4 The Sheffield Street Trees Dispute was a dark period for the city of Sheffield and for Sheffield City Council in particular. As we develop and move forward as an organisation and begin to achieve the ambitions set out in the Council Plan, it is important that we ensure that we are doing all that we said that we would to learn from and avoid any repeat of the dispute. As Sir Mark said in his report: 'identifying a lesson is not the same as learning it'. By setting out the action we have taken and holding ourselves to account for the progress we have made, we seek to ensure that we are truly learning the lessons of that period.
- 1.5 The original action plan agreed by Strategy and Resources Committee was clear that there are no 'quick fixes'. The underlying issues identified by Sir Mark in his report were ones of culture. Those will take time to change. As such, some of the actions are long term and will require ongoing effort and focus. Good initial work has been made on many of those issues of culture including through the work of the Governance Committee on our formal decision-making arrangements, and through the developing Future Sheffield transformation programme which will help to create the organisation that we need to be for the future.
- 1.6 Our values are clear – together we get things done, people are at the heart of what we do, and openness and honesty are important to us. Those values have been shaped by our learning from the street trees dispute and inquiry and have been fundamental in how we have approached our work to address the recommendations made.

- 1.7 However, there are also a number of shorter-term, more immediate actions set out in the June report. These include both actions for the organisation, as a whole, on issues such as the provision of personal apologies, and specific actions to support the city's work on exemplary, partnership-driven street tree management.
- 1.8 Progress towards the latter set of actions on street tree management and the Streets Ahead programme is described in detail in a report to the Waste and Street Scene Policy Committee at its meeting on 20 December 2023, available here: [Agenda for Waste & Street Scene Policy Committee on Wednesday 20 December 2023, 10.00 am | Sheffield City Council](#). As such, this report is focused on the organisation-wide actions that were identified as being within the scope of the Strategy and Resources Committee when it agreed the action plan in June.

Progress to date

- 1.9 Appendix A to this report provides a detailed update on progress against each of the actions agreed by Strategy and Resources Committee in June. The progress made against each of the themes identified in the June report and any emerging risks to future delivery is summarised below.

Reconciliation

- 1.10 This area focused on the steps that needed to be taken for the council to publicly apologise for the mistakes that it had made, to apologise to those who had been harmed during the course of the street trees dispute (both individuals and organisations including the Police and courts), and to take visible steps to memorialise the dispute through the installation of a plaque in the Town Hall.
- 1.11 There has been substantial and focused work over the last six months to deliver the actions identified in the June report. Good progress has been made against each of these areas. All actions are either delivered or on track. We expect to continue to make strong progress on the remaining actions over the coming period.
- 1.12 The council issued a general, [public apology](#) as part of the discussion on the June report. This is hosted on the council's website and will be accessible in perpetuity through the street tree archive. All organisations identified in Sir Mark's report as being owed an apology have had that apology.
- 1.13 Immediately following publication of the Lowcock report, the council dropped outstanding pursuits of Court-ordered costs against individuals resulting from legal action during the course of the pursuit, and undertook to reimburse costs for those who had paid prior to that date. This was actioned immediately following publication of the report in March 2023 and was completed during April.
- 1.14 A process for issuing personal apologies to those harmed through the street trees dispute was established in line with the approach

recommended in the June report. This asked individuals who would like to receive an apology to request one through a dedicated street trees inbox. With the exception of those people who provided undertakings to the council or who were served an injunction (see paragraphs 1.16 and 1.17), all formal apologies are either complete or scheduled.

- 1.15 Those people who contacted the dedicated street trees inbox to request a written apology have all been provided with one. All those who have requested an in-person apology have received one, with the exception of two individuals whose apologies have been deferred to later in December at their request, and one person to whom dates have been offered but has not responded. Those apologies have been provided by the Leader of the Council, the Chief Executive or the Director of Policy and Democratic Engagement.
- 1.16 With regard to apologies to the two people who were subject to the committal proceedings. The Council has been in direct contact with them about an apology and have engaged on its wording and how it might be framed. They are waiting for the draft apology to be provided to them.
- 1.17 There are a further 11 individuals against whom the Council started proceedings who either had an initial apology in July, or for whom the Council did not have contact details to send the apology at that same time. These people are in a similar position and following discussion the Council has agreed that it will determine outstanding complaints from some of these before finalising revised apology wording for all of them. The complaints are being considered under the Council's complaints system.
- 1.18 In line with the approach agreed by Strategy and Resources Committee, the Street Trees inbox has now been closed and the process for requesting an apology has been stood down.
- 1.19 The apology to the court has not yet been issued but will be before the end of the calendar year. This has taken longer than envisaged. We are aware of the public interest in this apology and will look to make it public in due course.
- 1.20 The Extraordinary General Meeting of Full Council which took place on 10 May 2023 passed a resolution which called for the installation of a plaque in the Town Hall to memorialise the dispute. There is more detail about progress towards this action in the report to the Waste and Street Scene Policy Committee, but good progress has been made, with designers commissioned and ongoing dialogue with key stakeholders including the Street Tree Partnership and Sheffield Tree Action Groups about the design of this plaque. A period of public consultation will follow, and the plaque is expected to be installed during the first part of 2024.

Streets Ahead

- 1.21 This area of agreed action was remitted to the Waste and Street Scene Policy Committee to oversee. This included work to support the ongoing

resilience and development of the Sheffield Street Trees Partnership; work to ensure that all outstanding roads have designs in place during the 2023/24 financial year and a clear schedule of works agreed with Amey; and work to support and enhance the ongoing contract management requirements for the Streets Ahead contract.

- 1.22 A detailed progress report was provided to the Waste and Street Scene committee for its meeting on 20 December 2023. In summary, good progress has been made on the actions to support the continued development of the street trees partnership and on enhancing the contract management arrangements through to the end of the contract.
- 1.23 The work to produce designs for the remaining streets from the Core Investment Period is underway; however, the challenges of designing solutions which retain as many trees as is possible whilst also delivering a safe, compliant and accessible highway network means that work has proven complex, causing some delays in the programme. As a result, additional capacity has been sourced to accelerate this element of the work. This should enable all designs to be produced by March 2024, as originally set out in the June report to this committee. Progress is tracked via Director of Street Scene & Regulations and Executive Director of Neighbourhoods.

Wider Council

- 1.24 This area of agreed action was focused on steps the wider council needed to take to change its culture and ways of working to ensure that the conditions that led to the street trees dispute were unable to reoccur in future. The Inquiry noted that similar issues of culture and governance had been found in other reports that had been received by the council, including the Race Equality Commission report and LGA Peer Review.
- 1.25 The Inquiry found that: “collectively, these reports demonstrate systemic issues of governance, information management, communication and engagement. They show that the same problems have occurred across different services, at different times and involving different people. They also warn the Council that these issues could reoccur on another topic if not addressed throughout the organisation. These issues need to be addressed collectively through improved processes and culture change.”
- 1.26 As Sir Mark Lowcock said at the EGM on 10 May, “large scale culture change is not something that can be achieved instantly. It will take time and effort, especially given the challenges the Council faces, not least financially.”
- 1.27 The June report to Strategy and Resources Committee noted, however, that work had already begun on embedding positive cultures and ways of working across the organisation, learning from good practice both internally and elsewhere. This included the developing work on Future Sheffield, the recommendations and implementation plans from the six-month review of governance, and the work that has been undertaken to develop and embed a new set of organisational values (“together we get

things done', 'people are at the heart of what we do', and 'openness and honesty are important to us').

1.28 In terms of the shorter-term actions agreed under this theme, the committee is asked to note the following:

- Having shared the Inquiry report with the Information Commissioner's Office (ICO), the ICO completed a consensual audit of the council in the summer of 2023. The audit focused on compliance with Freedom of Information legislation and gave the council a 'reasonable'¹ assurance. Thirteen recommendations were agreed with the ICO as part of the audit, two of which were urgent. The implementation date of the agreed actions range from autumn 2023 to summer 2024. Some actions have been completed, such as updating the Standard Operating Procedure and updating staff training. The council continues to make progress on the remaining recommendations which include the two urgent recommendations; these recommendations form part of the current phase of the Future Sheffield programme which is overseen by a cross party task and finish group of the Strategy & Resources Committee.
- The Local Government Ombudsman has been contacted to share the Inquiry report and the council's response to it with them. They have asked to be kept informed of progress of the complaints highlighted in paragraph 1.17.
- The Governance Committee has, following the publication of the 6 Month Review of Governance, undertaken work on public questions at committee meetings, published the Involve report on citizen involvement in the committee system, and has on its work programme for the rest of the year a significant piece of work on improving citizen participation in the system. This will include considering how the Local Area Committees can be strengthened and supported to develop, building on the success that they have had in the first two years of their operation.
- The Governance Committee has also sponsored work on Member development and training, including the relaunch of the Member development working group, updating the Member development strategy, and agreeing development priorities for Elected Members. These priorities include leadership and chairing and equality, diversity and inclusion. This has been supported by a grant of £50,000 made by the LGA following the December 2022 peer review.

¹ The four categories of assurance in the ICO's methodology are 'high', 'reasonable', 'limited' and 'very limited'

- 1.29 Furthermore, as part of the transformation programme we are developing for the council, improving and standardising community engagement and involvement practice and promoting excellence across the organisation will be key. The activities will directly support the achievement of the recommendations in the Lowcock Review around building a climate of engagement and improving the cultural aspects of governance.
- 1.30 The benefits of this work are already beginning to be felt. The City Goals work, led by a cross-partner task and finish group, and supported by SCC officers and funding has been based on a process of open engagement and collaboration with organisations, communities and individuals right across the city. It represents a new and innovative way of undertaking strategic development of this type, and relied on a culture of trust to work effectively. The City Goals will be brought forward to this committee for endorsement in the new year.
- 1.31 We are also soon to begin consultation on the Council's Equality Framework which, along with the Council's report on our race equality approach, also contribute to better engagement, particularly with communities who are marginalised or who may face structural barriers to engagement. Both of these reports are on the committee's agenda for consideration at this meeting.
- 1.32 The action to date is supporting us in the ongoing work to change the culture of Sheffield City Council. This requires sustained effort over the long term. The next actions we take in our approach to community engagement and involvement will aim to address inconsistency as there remain examples where our communities are not as fully involved as they should be in the decisions that affect them and their communities.

Next steps

- 1.33 Strategy and Resources Committee requested that a further update on progress towards the recommendations set out in the Lowcock report should be provided in July 2024.
- 1.34 By this point the following additional steps should have been completed:
- Installation of the plaque on the Town Hall
 - All outstanding apologies will have been made
 - The Governance Committee's work on public engagement and involvement will be underway, with initial findings made
 - Constitutional changes required as a result of the Governance Committee's work on public questions will have been made, with other subsequent changes also in place
 - A clear plan developed, linked to the outcomes in the Council Plan, on how we will transform our approach to community engagement and "will listen, involve and work with the people of our great city".
 - All outstanding designs for streets not addressed during the core investment period will be completed and work scheduled

2 HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 This report responds directly to the priorities set out in the draft Council Plan 2024-28.
- 2.2 The draft Plan describes the council's commitment to 'a renewed relationship with Sheffielders, driven by trust, compassion and a desire to work together'. It describes the importance of revitalising our approach to community engagement, recognising the ideas, energy, commitment and value that our residents bring. And that we need to be focused on transforming our relationship with communities and residents to one in which we work to address opportunities and challenges together.
- 2.3 This report and the work responding to the Lowcock Inquiry, is a fundamental part of what the council is doing to rebuild and renew the relationship with the people of Sheffield, by building trust, following through on the things that we said that we would do, and taking steps to reform the culture of the organisation and to put people at the heart of what we do.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 There has been no consultation undertaken as part of this update report. However the recommendations and actions that it is reporting against were developed using Sir Mark Lowcock's Inquiry report as a foundation. The Inquiry received over 1.1 million documents and met with 159 people in private and 26 people at 32 hours of public hearings.
- 3.2 The development of the actions was further supported by engagement with individuals and services across the Council, including senior management and elected members; Amey; representations from individuals and representative groups; an Implementation Working Group with attendees external to the Council; and the Extraordinary General Meeting (EGM) on 10 May, and the discussion sessions that followed it, which compiled views on implementation of the Streets Ahead recommendations.
- 3.3 Improving the council's approach to engagement and involvement is a key element of the actions agreed following the publication of the Inquiry report. An update on this work is provided above.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

- 4.1.1 There are no new equality impacts arising from this report that were not noted as part of the Equality Impact Assessment that was conducted for the June report. That EIA remains a live document and is reviewed and updated as required to ensure a full and current picture of the equalities implications of this work.

4.2 Financial and Commercial Implications

- 4.2.1 There are no new financial or commercial implications in this report. The activity described in the report has been funded through existing budgets and funding identified in the June report to Strategy & Resources to facilitate the report's recommendations.

4.3 Legal Implications

- 4.3.1 There are no new legal implications arising from this report.

4.4 Climate Implications

- 4.4.1 There are no climate implications arising from this report beyond those reported to Strategy and Resources Committee in June.

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 This report was produced in accordance with the Strategy and Resources Committee's decision of 18 June 2023, requesting an update on progress made towards the recommendations made in the Sheffield Street Tree Inquiry report. The only alternative option would have been not to produce an update report, which has been discounted.

6. REASONS FOR RECOMMENDATIONS

- 6.1 By agreeing the recommendations, the committee will ensure that continued progress is made towards achieving the recommendations of the Street Tree Inquiry. This is a critical part of the journey of rebuilding the trust and confidence of our communities following the street tree dispute and will support the achievement of our Council Plan ambitions in this area.

Category	Recommendation	Action	Corporate monitoring		Responsible Committee	Deadline	Status as at Nov 23
			Officer	Board			
Accountability		Bring to the June S&R committee a report setting out how each of the Inquiry's recommendations will be implemented.	Chief Executive	Senior Leadership Board	Strategy and Resources	19-Jun-23	Complete
		Report against progress on these actions and those for other recent reports during winter 2023.	Chief Operating Officer	Performance and delivery	Strategy and Resources	Dec-23	Complete
		Report against progress on these actions and those for other recent reports during summer 2024.	Chief Operating Officer	Performance and delivery	Strategy and Resources	Jul-24	Not yet due
Reconciliation	1 and 3	Overarching apology agreed, hosted in a permanent location on the Council's website and proactively distributed to local media and interested bodies named in the Inquiry report.	Director of Policy and Democratic Engagement	Performance and delivery	Strategy and Resources	30-Jun-23	Complete
		Apologies based on the overarching apology issued to the nine categories of people and organisations detailed in the June 2023 S&R report.	Director of Policy and Democratic Engagement // General Counsel and Monitoring Officer	Performance and delivery	Strategy and Resources	01-Sep-23	Initial phase complete, phase 2 on track
		Mechanism to enable individuals who are owed an apology to self-identify in place and apologies given.	Director of Policy and Democratic Engagement	Performance and delivery	Strategy and Resources	31-Oct-23	Complete
	4	Drop pursuit of outstanding Court ordered costs resulting from legal action during the dispute.	General Counsel and Monitoring Officer	Performance and delivery	Strategy and Resources	Mar-23	Complete
		Reimburse people who made payments against Court ordered costs resulting from legal action during the dispute.	General Counsel and Monitoring Officer	Performance and delivery	Strategy and Resources	Apr-23	Complete
	10 May Extraordinary General Meeting motion	Install a plaque "in recognition of those who fought for our environmental heritage and were vindicated, and to serve as a reminder to all elected members that this failure of leadership will never happen again."	Director of Street Scene & Regulations Services	Performance and delivery	Strategy and Resources	Mar-24	In progress - on track
	7	Have designs in place for all roads outstanding from 2018, including the Sheffield Street Tree Partnership in this process.	Director of Street Scene & Regulations Services	Performance and delivery	Waste and Street Scene Committee	Mar-24	In progress
Complete work on roads outstanding from 2018.			30-Apr-25			Not yet due	
5	Ensure director level Sheffield Street Tree Partnership membership from the Council and director level oversight from Amey.	Director of Street Scene & Regulations Services	Performance and delivery	Waste and Street Scene Committee	Ongoing	Complete	
	Chief Executive to meet with the Sheffield Street Tree Partnership annually.	Director of Street Scene & Regulations Services	Performance and delivery	Waste and Street Scene Committee	Ongoing	On track	
	Complete recruitment for a Business Manager post to provide dedicated administrative and facilitation support to the Sheffield Street Tree Partnership.	Director of Street Scene & Regulations Services	Performance and delivery	Waste and Street Scene Committee	30-Sep-23	Complete	

Comment

All apologies either given or individual processes in place with those owed an apology to factor in other steps, such as resolving complaints.

Design programme has progressed more slowly than anticipated. Additional capacity sourced to accelerate work and ensure this is brought bak on track.

	Investigate how to support the Sheffield Street Tree Partnership to continue to develop and continuously improve including looking at: decision making, elected member engagement, information sharing, external scrutiny and status.	Director of Street Scene & Regulations Services	Performance and delivery	Strategy and Resources	Jul-24	Not yet due - on track
6	Create new roles and capacity to support Streets Ahead: contract requirements; budget and statutory duties; approaches which evolve to meet local needs; preparation, design, delivery and recording of work to existing and new sections of the highway; working across Council boundaries.	Director of Street Scene & Regulations Services	Performance and delivery	Waste and Street Scene Committee	Oct-23	Complete
7	Work with Amey to ensure that the design of the tree inspector capacity meets the needs of the current street tree stock and the ambitions of the Sheffield Street Tree Partnership strategy.	Director of Street Scene & Regulations Services	Performance and delivery	Waste and Street Scene Committee	Dec-23	Complete
6	Update and keep as a living document the Streets Ahead business case, in line with best practice.	Director of Street Scene & Regulations Services	Performance and delivery	Waste and Street Scene Committee	Dec-23	Delayed
	Review the function of the strategic management board.	Director of Street Scene & Regulations Services	Performance and delivery	Waste and Street Scene Committee	Dec-23	Complete
	Comprehensive analysis of the capacity and skills needed to manage the Streets Ahead contract strategically across the next 14 years.	Director of Street Scene & Regulations Services	Performance and delivery	Waste and Street Scene Committee	Apr-25	Not yet due
	Develop high-level principles to set the approach for planning the end of the contract in 2037 at least 7 years in advance of the end of the contract.	Director of Street Scene & Regulations Services	Performance and delivery	Waste and Street Scene Committee	Dec-29	Not yet due
	Commence work with Amey, other authorities and central government to understand the impact of many PFI projects coming to an end within a short period of time.	Director of Street Scene & Regulations Services	Performance and delivery	Waste and Street Scene Committee	Apr-25	Not yet due
8	Commission case studies which exemplify the issues highlighted by a range of reports and the good practice which exists across the organisation (particularly on partnership working).	Chief Operating Officer	Performance and delivery	Strategy and Resources	Dec-23	Partially complete
10 & 8	Develop plans to embed a climate of engagement.	Director of Policy and Democratic Engagement	Performance and delivery	Strategy and Resources	Apr-24	Not yet due - on track
11	Implement any immediate actions arising from the consensual ICO FOI audit.	Programme Director, Future Sheffield	Performance and delivery	Strategy and Resources	30-Sep-23	Complete
	Contact the LGO to liaise with them on the Inquiry report and the Council's plans to respond to the recommendations.	General Counsel and Monitoring Officer	Performance and delivery	Strategy and Resources	30-Sep-23	Complete
10	Prioritise work on the cultural aspects of governance.	Director of Policy and Democratic Engagement	Performance and delivery	Strategy and Resources	Apr-24	Not yet due - on track

Work is required to understand exactly what this would involve and the value of updating the original business case. An option is to commission CIPFA to do this based on their recommendation.

Submissions made to local government sector awards setting out good practice on a range of areas including partnership working. Work to continue to collate these and make more widely accessible. New community of practice established for officers working on community involvement and engagement across the council to share knowledge and skills

To be considered as part of Governance Committee work programme and will also be included as part of the scope of Future Sheffield

On track - Contained within actions from 6 month review of governance including Member Development Working Group refreshed and commissioning activity; officer guidance prepared

9	Create a Senior Manager Pledge.	Chief Operating Officer	Performance and delivery	Strategy and Resources	Dec-23	Delayed	to be built into forthcoming work to refresh and embed our organisational values
	Take to audit and standards committee a report on whether the standards regime and Councillor Code of Conduct need updating.	General Counsel and Monitoring Officer	Performance and delivery	Strategy and Resources	Dec-23	Complete	Report considered by Audit and Standards on 23 November 2023
11	Embed ways of working which support good information management and communication.	Programme Director, Future Sheffield	Performance and delivery	Strategy and Resources	Jul-24	Not yet due	
10 & 8	Implement further options identified to increase engagement.	Director of Policy and Democratic Engagement	Performance and delivery	Strategy and Resources	Apr-25	Not yet due - on track	To be considered as part of wider work on engagement
	Implement any recommendations from the LGO.	General Counsel and Monitoring Officer	Performance and delivery	Strategy and Resources	Timings to be determined based on LGO view	On track	
10	Commence assessing the relative merits of different models for overseeing large scale contracts.	Chief Operating Officer	Performance and delivery	Strategy and Resources	Apr-25	Not yet due	
	Commence investigating how we enable peer support between organisations with similar governance responsibilities.	Chief Operating Officer	Performance and delivery	Strategy and Resources	Apr-25	Not yet due	
9	Further develop and implement an employee engagement strategy.	Chief Operating Officer	Performance and delivery	Strategy and Resources	Apr-25	Not yet due	Employee survey completed; new Director of People and Culture recruited to start in Jan 24
	Take forward actions identified by the report to audit and standards committee on the standards regime and Councillor Code of Conduct.	General Counsel and Monitoring Officer	Performance and delivery	Strategy and Resources	Apr-25	Not yet due - on track	This is on track to be considered in the February meeting of Full Council

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Report to Policy Committee

Author/Lead Officer of Report:

Diana Buckley, Director Economy, Skills and Culture

Rebecca Maddox, Business Development & Strategy - Culture

Tel: 0114 2232378

Report of: *Kate Martin, City Futures*

Report to: *Strategy and Resources Policy Committee*

Date of Decision: *21/12/23*

Subject: Identifying the future role of Central Library and Graves Gallery Building

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input type="checkbox"/>	/	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? <i>(Insert reference number)</i>					
2466					
Has appropriate consultation taken place?	Yes	<input type="checkbox"/>	/	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input type="checkbox"/>	No	/	<input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	/	<input type="checkbox"/>

Purpose of Report:

Central Library/Graves Gallery building is a beloved Sheffield landmark which needs to be reimaged for the future. Members need good information on the feasibility of various options for its future, to help decide a way forward.

Integral to this process are:

- A vision and location for Central Library and Archive services.
- A vision and feasibility for the future use of the building, as a nationally significant destination gallery.

Resources for repair surveys are required immediately to allow a repair programme to be designed and costed, and progress made as options are considered.

A proposed way forward, with potential timeline, is set out for Member discussion and approval.

Recommendations:

The committee is recommended to:

1. *Approve the process of exploring the options as set out in this paper, including:*
 - *Further work to understand the full extent of the Central Library building's condition*
 - *Development of a vision for a 21st Century Central Library and Archives including options for how and where this could be located*
 - *Development of the vision and work to assess the viability of transforming Central Library/Graves building into a nationally significant destination gallery.*
2. *Approve the use of reserves of £420k to fund initial surveying costs, to begin facilitation of an interim repair programme to be designed and costed.*
3. *Note a request for funding to be identified to support further design costs as well as a financial model to support identified investment in Building as part of the Accommodation Strategy*
4. *Note the interdependencies with the City Centre Accommodation Strategy*
5. *Note the potential outline timeline for the activities, including a further report in June 2024*
6. *Note that Place Feasibility Funding is being sought to support the options/visioning activity in Recommendation 1*
7. *Endorse the development of a public engagement plan for the elements of this project.*

Lead Officer to complete:-

1	I have consulted the relevant departments in respect of any relevant implications	Finance: <i>(Insert name of officer consulted)</i> Jonny McQuillan
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	indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Legal: <i>(Insert name of officer consulted)</i> Robert Parkin
		Equalities & Consultation: <i>(Insert name of officer consulted)</i> Ed Sexton
		Climate: <i>(Insert name of officer consulted)</i> Kathryn Warrington
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	EMT member who approved submission:	<i>Kate Martin</i>
3	Committee Chair consulted:	<i>Cllr Tom Hunt</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Diana Buckley	Job Title: Director Economy, Skills and Culture
	Date: 12/12/23	

1. PROPOSAL

1.1 Context

Sheffield's Central Library and Graves Gallery building opened in 1934. It is steel-framed, faced in Portland stone, with decorative mouldings and specially designed fittings in Art Deco style, and is Grade II Listed. It is the largest lending library in the city, which also provides business services and access to computers. The top-floor art gallery was founded following a bequest by JG Graves and is run very effectively by Sheffield Museums. There is also a small theatre in the basement, originally designed for public speaking rather than drama, which is a popular affordable venue for amateur dramatic groups despite limited facilities.

1.2 Background

1.2.1 The building has been in a poor state of repair for a number of years. A number of studies have taken place in the past, both on the building itself and on the parameters of its preferred function including;

- a study by DCA Associates in 2015 which was part-funded by Arts Council England.
- ARUP and Fourth Street report looked at a range of examples from across the UK, to inform a vision for a central library and gallery provision.
- SCC Capital Delivery Service has undertaken building surveys

However, due to the resources required to progress the project, austerity and COVID, a decision has not been taken. We now hope to progress an agreed future plan for the building and set out the proposed steps to get there in this report.

1.3 Proposal

The building's future - as a refurbished library and art gallery; a flagship standalone art gallery; or another use – needs to be agreed, based on sound information.

1.3.1 It is proposed to create a suite of information which can inform a clear decision on the future use of the building; the potential for the building to become a destination gallery; and the provision of a twenty-first century Central Library and Archives service.

1.3.2 The options explored will have complex capital and revenue implications which need to be accurately modelled. Some options may be appropriate for capital grant funding/central government support but a significant contribution from SCC will also be required. Any preferred option will need realistic business plans to ensure sustainability. This information will allow for an informed cross-party decision of the options considered, and a business case for investment to be drawn up.

As these options are explored, further investigation of compliance works in the building needs to take place, both to inform the decision-making process and to identify a designed and costed interim repair programme.

1.4 Principles

The Council's values are; people are at the heart of what we do; Openness and honesty are important to us; and together we get things done. In response to these values, the proposed programme of work will be delivered under the following principles / ways of working.

- **Cross party leadership of the process we undertake to come to a decision point.** We propose that this committee (*Strategy & Resources*) approve this process whereby the information required to make the decision is commissioned, and processes set out, with clarity on how and where a future decision will be taken. *Communities, Parks and Leisure* and *Economic Development and Skills Committees* will also be required to shape the feasibility work.
- **Collective Leadership at Officer Level** – A joint officer programme board to bring together Estates, Libraries, Culture, Regeneration and Planning (plus Sheffield Museums Trust and others as required), so we can have collective conversation with Members and represent the range of considerations at play. This also recognises the complexity of this project and the range of expertise required.
- **Openness and Transparency** – That we set out in public (through this report) the process we are undertaking, and as far as commercially possible share information and reports which inform the decision. Comprehensive public consultation will be needed to steer decision-making, once capital and revenue costs are fully understood.
- **Early Financial Consideration** – We know that this project will cost from £25m to what could be £60-100m depending on the options pursued. We believe that a substantial amount could be brought in via grant and philanthropy but substantial capital investment, and increased future revenue will likely be required from SCC.

1.5 Potential Options

1.5.1 A number of potential options have been discussed over many years, for the future use and purpose of the building. Informative work has been done in the past, however the picture remains incomplete, and we still need to understand both the Capital and Revenue implications of any potential decision.

We propose to undertake feasibility works to explore the following options:

Options to be explored
<i>Further work to understand the full extent of the Central Library building's condition</i> – Look to bring the building back into full compliance for use as is.
A single regenerated building housing a Central Library and Gallery. City Archives location would also need to be considered. A single building housing both functions could be more cost-effective than two separate buildings. However, the building does not have scope to accommodate a City Archives, Central Library and an Art Gallery. We need to understand the vision and synergies between the 3 functions – Library, Archives, Gallery – and likely explore other nearby options.
A separate flagship central library, and the current building being transformed a nationally significant Gallery. This would be the more costly option both in terms of Capital and Revenue, however we expect it could deliver biggest benefits and match funding. City Archives location would need to be considered along with the synergies with the Gallery and Library. This would require exploration of the following in further detail: <ul style="list-style-type: none"> • <i>A vision for a 21st Century Central Library and Archives including options for how this could be housed.</i> • <i>Vision and viability of the Central Library/Graves building as a nationally significant destination gallery.</i>

1.5.2 The Central Library/Graves building's future must also be considered in the context of other SCC buildings in the city centre to masterplan repair and usage issues, such as the Town Hall and the City Archives at Shoreham Street.

1.6 **Indicative timeline for activity**

1.6.1 This timeline below is indicative for the feasibility phase of the programme. This will be subject to change, based on feasibility fund bids and procurement timelines.

1.6.2 A full project timeline will be developed alongside the feasibility phase, and confirmed when a decision is made.

Date	Action
December 2023	Submit Feasibility Fund bid for capacity and development work: Library, Gallery, and Archives
December 2023	Identify building survey budget
January – September 2024	Vision and feasibility work: Gallery, Library and Archives
January – July 2024	Procure building surveys
June 2024	Update report to Strategy and Resources
September 2024	Options appraisal to ascertain preferred option: Library, Gallery, and Archives

Further Considerations - Immediate building issues

The building has building control compliance and repair issues that must start to be addressed to ensure its continued use. The Council has put in place effective temporary arrangements to mitigate compliance defects, but these are insufficient in the medium to long term.

Major repair works are necessary to achieve compliance, improve building efficiencies, preserve historic and heritage features, and prevent further deterioration. The most recent assessments (RIBA Stage 1) do not include changes in building use or full re-development, but rather establish estimates to bring the building back into full compliance for use as is.

How much will it cost to understand what is needed for building compliance?

A very high-level estimate for Capital Delivery Services to undertake surveys and designs is **£1.5m**. Discussions are taking place with Finance to identify a budget for these essential works; it is hoped that the work could be cash-flowed with reserves which can be repaid once Moorfoot savings are realised in 26/27.

Following this work, a much clearer picture of future costs and timescales will be possible. Depending on the level of work undertaken, compliance works will cost between £20m and £50m.

The façade of the building is a particular priority, given the current use of safety hoardings which are neat and functional but not attractive.

2. HOW DOES THIS DECISION CONTRIBUTE?

2.1 Sheffield's emerging City Goals include:

A Creative & Entrepreneurial Sheffield - Where we all have opportunities to invent, make, create and build in ways that grow shared prosperity, create jobs and enrich our communities and ourselves.

Goal #1: We build a just, diverse and creative local economy that attracts talent and investment while giving everyone the opportunities they need to thrive.

Goal #2: We have access to the skills, resources and training we need to pursue our curiosity and develop new ideas that benefit ourselves and others.

Goal #3: We enable artists, musicians, makers and creatives to thrive, by sharing and learning from one another, as part of an enriching cultural economy.

A Central Library and Archives service includes access to literature, information, technology, advice and information, Intellectual Property guidance and more; and gallery spaces provide inspiration, ideas and heritage to fuel creativity.

In the 1930s, Sheffield businessman, philanthropist and art collector, JG Graves recognised that a successful, healthy and talented population needed creative inspiration for new ideas to flourish and innovation to thrive. His pioneering work with the Council and his generous gift to the people of Sheffield created this much-loved home for city's visual art collections and the library service.

Sheffield City Council has recently adopted the Joined-Up Heritage Sheffield Heritage Strategy. While the Strategy covers far more than buildings, it does argue for the retention and restoration of historic buildings which give Sheffield its distinctiveness and which attract visitors and investment.

Past discussions on the use of the Central Library/Graves Gallery building have demonstrated that many in the city feel very strongly that the building should be central to the city's civic life.

3. HAS THERE BEEN ANY CONSULTATION?

3.1 At this stage, we are asking Members to agree a process for gaining more information, including on the views of Sheffield people and organisations, regarding the future of Central Library/Archives provision and the current Central Library/Graves building.

3.2 We have been in continuous consultation with Sheffield Museums regarding their views and ambitions for the Graves Gallery.

3.3 There have been many individual conversations, plus a campaign by The Star, seeking progress for the building, so the need for this direction

of travel seems evident.

- 3.4** While undertaking work on a vision for the Central Library and Archives, the vision for a landmark gallery and the future of the building, public and organisational consultation will be essential so that all options can be fully understood.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

4.1.1 Public libraries play a key role in providing low-cost access to knowledge, information, and leisure activities; a warm and safe environment for study and social interaction; and essential access to computers for study, work, job applications, other transactions and leisure. The Central Library fulfils all these roles and more, and these functions are essential for the wellbeing of citizens from across Sheffield.

4.1.2 Sheffield Archives hold the stories of the city and underpin our heritage and history. The Dig Where You Stand project with the University of Sheffield is carrying out work of national importance on decolonising the Archives, finding untold stories and widening the range of material being collected.

4.1.3 The City's visual art collection is a long-term investment in Sheffield's people. Developed over the past 150 years, it is a resource for learning, for joy and inspiration, to help question and to help develop our thoughts as individuals. Art has the power to build bridges, to speak without words, to bring us together. It can help us reveal hidden or erased narratives and look afresh at the world around us. A recent exhibition by renowned artist Keith Piper used the city's collection to question how histories are recorded and who by, inviting visitors to consider their knowledge and the influences that shaped it.

'I was quite taken aback by a recent visit to Graves Gallery. With exhibitions by Sheffield artists past and present and fresh redisplay of the Sheffield art collection, it felt like a true celebration of the city. Exactly what I want to see in my city art gallery.' Visitor comment

4.1.4 Free access to art and creativity is essential for individuals and communities to thrive, for learning, skills development and cohesion. Galleries and public libraries are also a key part of the city centre visitor economy offer.

4.1.5 The current Central Library building has poor access and amenities for those with restricted mobility, including steps, inadequate lift access and a lack of accessible toilets.

4.1.6 The proposals in this report set out a roadmap for improving central library services and the existing non-compliant buildings, so equalities

implications will be positive.

4.2 Financial and Commercial Implications

4.2.1

The project represents a significant cost both in terms of any works proposed but also that of the survey and design works. However, there is a cost implication of delays to any remedial works as ongoing support needed to avert further deterioration of the building fabric increases, coupled with increases in the remedial works themselves as the buildings condition deteriorates.

In order to facilitate the initial surveys needed (costed at £420k) we propose temporary funding of this from the reserves. The further costs of the Design process are to be supported from funds identified as part of the ongoing Accommodation Review estimated at £1,087,890.

4.3 Legal Implications

4.3.1

The Council is under a legal duty to provide a comprehensive and efficient library service for all persons, under the Public Libraries and Museums Act 1964. In meeting this duty, the Council is led by its assessment of need, vision, and asset use strategy, and may consider alternative sites to deliver the service, depending on its prevailing future policy and should consider any central library offer as part of its overall library provision.

4.3.2

Any future proposal for the site should be assessed against any obligations arising out of the terms of any trust, through which the council holds the site, as well as any procurement obligations applying to a given process of disposal, contracting, sale, or re-provision.

4.4 Climate Implications

The proposed studies highlighted in this report envisage an appropriate re-use of a heritage building, with structural improvements to reduce carbon impact. Any alternative site (if identified) for a central library service would be adapted/developed with high levels of environmental sustainability to future proof the building.

4.5 Other Implications

n/a

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 Other options have been considered but are not recommended:

- Do nothing – which would have consequences for health and safety, would lead to the building's closure, and would incur costs in keeping the building secure.
- Take a decision without the feasibility work.
- Members have already made clear that they do not wish to vacate the building and market it as a development opportunity.

5.2 By commissioning additional information and survey work to inform the long-term development of the Central Library/Graves Gallery, Members will have the best opportunity to make a sound choice on the future of the building. Without this additional information it will be difficult to make an appropriate choice; therefore, an alternative option is not being considered.

6. REASONS FOR RECOMMENDATIONS

6.1

The recommendation above set out a process and indicative timescale for gaining the in-depth information needed to inform future decisions on the Central Library/Graves Gallery.

Without this additional information, Members will not be able to make a well-grounded decision.

There is real urgency for the future of this Sheffield landmark to be secured, with the potential for exciting options for future gallery and library development. However, the financial, operational and service-provision implications need to be fully understood.

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PART A - Initial Impact Assessment

Proposal Name: Identifying the future role of Central Library and Graves Gallery Building

EIA ID: 2466

EIA Author: Rebecca Maddox

Proposal Outline: Central Library/Graves Gallery building is a beloved Sheffield landmark which needs to be reimagined for the future. Members need good information on the feasibility of various options for its future, to help decide a way forward. A vision and location for Central Library and Archive services are an integral part of this process. Resources for some external repairs are required immediately to allow the building to remain operational. A way forward with potential timeline is set out for Member discussion and approval.

Proposal Type: Non-Budget

Year Of Proposal: 23/24

Lead Director for proposal: Diana Buckley (CEX)

Service Area: Economy, Skills and Culture

EIA Start Date: 21/12/2023

Lead Equality Objective: Break the cycle and improve life chances

Equality Lead Officer: Ed Sexton

Committees:

Policy Committees

- Strategy & Resources

Portfolio

Primary Portfolio:

City Futures

EIA is cross portfolio:

No

EIA is joint with another organisation:

No

Overview of Impact

Overview Summary:

Public libraries play a key role in providing low-cost access to knowledge, information, and leisure activities; a warm and safe environment for study and social interaction; and essential access to computers for study, work, job applications, other transactions and leisure. The Central Library fulfils all these roles and more, and these functions are essential for the wellbeing of citizens from across Sheffield. Sheffield Archives hold the stories of the city and underpin our heritage and history. The Dig Where You Stand project with the University of Sheffield is carrying out work of national importance on decolonising the Archives, finding untold stories and widening the range of material being collected. Free access to art and creativity is essential for individuals and communities to thrive, for learning, skills development and cohesion. Galleries and public libraries are also a key part of the city centre visitor economy offer. The current Central Library building has poor access and amenities for those with restricted mobility, including steps, inadequate lift access and a lack of accessible toilets.

Impacted characteristics:

- Age
- Religion
- Disability

Consultation and other engagement

Cumulative Impact

Does the proposal have a cumulative impact:

Yes

At this stage, we are asking Members to agree a process for gaining more information, including on the views of Sheffield people and organisations, regarding the future of Central Library/Archives provision and the current Central Library/Graves building. There have been many individual conversations, plus a campaign by The Star, seeking progress for the building, so the need for this direction of travel seems evident. While undertaking work on a vision for the Central Library and Archives, and the future of the Graves Building, public and organisational consultation will be essential so that all options can be fully understood

Impact areas:

Year on Year, Across a Community of Identity/Interest

Initial Sign-Off

Full impact assessment required:

No

Review Date:

27/11/2023

Action Plan & Supporting Evidence

Outline of action plan:

Action plan evidence:

Changes made as a result of action plan:

Mitigation

Significant risk after mitigation measures:

Outline of impact and risks:

Review Date

Review Date:

27/11/2023



Report to Policy Committee

Author/Lead Officer of Report: Philip Gregory,
Director of Finance and Commercial Services

Tel: +44 114 474 1438

Report of: *Philip Gregory*
Report to: *Strategy & Resources*
Date of Decision: *21st December 2023*
Subject: *2023/24 Budget Progress and Budget Proposals*

Has an Equality Impact Assessment (EIA) been undertaken?	Yes		No	X	
Has appropriate consultation taken place?	Yes		No	X	
Has a Climate Impact Assessment (CIA) been undertaken?	Yes		No	X	
Does the report contain confidential or exempt information? If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below: - Part B is not for publication because it contains exempt information under Paragraph 3 of Schedule 12A of the Local Government Act 1972 (as amended)	Yes	X	No		

Purpose of Report:

This report outlines the progress to date from each Policy Committee in delivering a balanced budget for 2024/25 and to note the budget proposals for the Strategy & Resources Committee

Recommendations:

The Committee is recommended to:

1. Note the budget proposals presented to the Policy Committees
2. Identify action required by those Committees not presenting a balance position.
3. Note this Committees initial response for budget proposals set out in this report, including Part B

Background Papers:
Policy Committee Budget Reports:

[MTFA & Committee Budget Savings Targets](#)

Lead Officer to complete: -		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Philip Gregory, Director of Finance and Commercial Service
		Legal: Nadine Wynter, Service Manager, Legal Services
		Equalities & Consultation: Ed Sexton, Senior Equalities and Engagement Officer.
		Climate: n/a
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	SLB member who approved submission:	<i>Philip Gregory</i>
3	Committee Chair consulted:	<i>Cllr Tom Hunt</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Philip Gregory</i>	Job Title: <i>Director of Finance and Commercial Services</i>
	Date: 12 December 2023	

1. Proposal

This report outlines the progress made to date by the Policy Committees in delivering a balanced 2024/25 budget and to set out the budget pressures and mitigation plans for the Strategy & Resources Committee

2. Background

The Council is facing a challenging financial position. The Strategy and Resources Committee on 5th September received the Council's Medium-Term Financial analysis, highlighted the financial pressures facing the Council over the coming 4 years and the potential gap of £61.2m in resources.

Each Committee was set a target to ensure a balanced budget for 2024/25, which requires them to find mitigations for any Service pressures over above the additional resources allocated to them. The purpose of this is to allow the Council to achieve a balanced position for 2024/25 by the time the Strategy and Resources meets on 24th January 2024.

3. 2023/24 Budget Position September 2023 – General Fund

Current Position

At this stage of the year, there has been some really good progress by Policy Committees in finding mitigating savings, but there is still a gap of 2.7m.	Pre Autumn-Statement	Pressures	Savings	Grant / Fee	Corporate	Gap
		£000	£000	Income £000	Funding £000	£000
	Adult Health and Social Care	32,349	-3,818	-20,281	-8,250	0
	Communities, Parks and Leisure	2,691	-316	-444	-1,400	531
	Economic Development & Skills	754	-554	0	-200	0
	Education, Children & Families	11,985	-1,415	-7,156	-3,414	0
	Housing	1,247	-285	-306	-400	256
	Strategy and Resources	19,225	-478	-95	-18,400	252
	Transport, Regen & Climate	850	0	-300	-550	0
	Waste and Street Scene	7,714	-300	0	-7,414	0
		76,815	-7,166	-28,582	-40,028	1,040

Following Policy Committee meetings in November and prior to the Autumn statement on 22nd December, the budget gap stood at just over £1m.

However, the National Living Wage (NLW) was increased at the Autumn Statement to a rate higher than anticipated, resulting in additional financial pressure for Adult Social Care for 2024/25 of £5m. Work has begun to mitigate the impact of the increase to the NLW resulting in a budget gap of £2.7m overall.

	Pressures	Savings	Grant / Fee	Corporate	Gap
	£000	£000	Income	Funding	£000
			£000	£000	£000
Adult Health and Social Care	37,175	-3,818	-22,871	-8,250	2,236
Communities, Parks and Leisure	2,691	-785	-444	-1,462	0
Economic Development & Skills	754	-554	0	-200	0
Education, Children & Families	12,025	-1,455	-7,156	-3,414	0
Housing	1,247	-285	-306	-400	256
Strategy and Resources	19,225	-478	-95	-18,400	252
Transport, Regen & Climate	850	0	-300	-550	0
Waste and Street Scene	7,714	-300	-117	-7,297	-0
	81,681	-7,675	-31,289	-39,973	2,745

Details of this change and further potential funding risks were set out in the publication of the Government's written Policy Statement on 12th December. This was published in advance of the Local Government Settlement (LGFS) which is expected to be published by 19th December. The potential impact of Government policy is set out in the following sections.

The confidential appendix of this report sets out the budget implementation proposals considered by each Committee in more detail.

There have been a number of assumption changes since the original MTFA

Adult Health & Social Care: The cost pressure increased by £5m due to the increase in National Living Wage, this has been partly offset by increases in benefits and contributions to care. There is still a balance to find, the Local Government settlement will give more clarity on specific grants for social care.

Education, Children and Families – Following a review of pressures the target to be found by the Committee reduced. The increased costs in SEND transport are under review with external support and will be funded as an invest to save option in 2024/25.

Housing - The significant issue of housing benefits not covering the full cost of temporary accommodation and supported living is well documented this year and the pressure is split across Housing and Strategy & Resources Policy Committee. During 2024/25 it is proposed to lobby Govt/ DWP to recognise the issue and work with the Council to resolve, along with an internal review of the service. To this end we plan to set aside the pressure of £7.9m into the budget risk reserve.

Waste & Streetscene: we removed £3m of additional budget for the food waste proposal and have slipped this into 2025/26 pending further review of the scheme and the impact of future Government policy.

Corporate Position: - When reviewing the available resources in the MTFA we had assumed CPI would be 5.4% at September 2023. The CPI rate was actually 6.7%. This should deliver an estimated additional £2.4m in increased RSG and

Business Rate support, subject to confirmation with the LGFS. This has enabled the increase in the budget risk reserve as mentioned above.

We have also included a budget of £50k in the 2024/25 budget for the Race Equality Commission legacy work.

4. Assumptions and Risks

The MTFA main assumptions still appear valid, even in the current financial climate.	The MTFA report to S&R Committee on the 5 th of September set out a number of assumptions about the likelihood of funding increase via Council Tax, Business Rates, Govt Grants etc and these still hold good in the current climate and are consistent with other core cities. The main assumptions were:
We have assumed this generates an additional £46m of income from taxation and grants.	<ul style="list-style-type: none">• Core Council Tax increases of 2.99% for 2024/25 and 2% there after each year• Adult Social Care Precept increases of 2% for 2024/25 and 1% thereafter each year.
However, there are still some risks in the final Local Government settlement.	<ul style="list-style-type: none">• Business rates and Revenue support grant allocation will raise in line with September 2023 CPI.• the Council's current level of reserves provides a limited amount of time for action to be taken strategically in response to the financial position.• Policy Committees deliver balanced budget proposals.• The Social Care grant increases by £6m in 2024/25 from the delayed social care reforms. This added to the £9.9m in 2023/24 provides £15.9m support for Social Care activity (adults & children's).

The increase in funding has been allocated across Policy Committees in arriving at the individual targets.

5. Reserves Position

The Council has limited reserves to mitigate the gap in current proposals	There are limited reserves available to support the remaining 2024/25 budget gap. During the 2022/23 to 2025/26 MTF process, £70m of Reserves were identified to support budget pressures. However, if current in-year forecast overspends are not mitigated only £13m will remain as per the table below.
--	--

Reserves Usage	£m
2021/22 Overspend	20
2022/23 Budget Balancing	14
2022/23 Overspend	5
2023/24 Current Overspend	18
Unallocated	13
Total	70

Based on current analysis this will be sufficient to enable a balanced budget to be set for 2024/25 but will leave the Council in a vulnerable position to mitigate any potential 2024/25 in-year overspends.

6. 2024/25 Budget Position September 2023 – Housing Revenue Account

The Housing Revenue Account (HRA) also has significant financial pressures, and the Housing Committee has considered mitigation proposals. These pressures will impact on the ability of the HRA Business Plan to remain affordable over the course of the 30 year business plan.

There is a HRA budgetary pressure of £14.3m

Early projections indicate that significant savings of around £14.3m are required in 2024/25. The level of these savings may be partly mitigated by any rent increase that the Council decide to make for 2024/25.

The final level of savings required with depend on the Govt rent setting policy.

Rent Standard the current assumption is a CPI+1% limit on annual rent increases.

Registered Providers would be permitted to increase rents CPI+1%,

7. Next Steps

We may need to take a cross-Council approach to complete the process of balancing the Budget.

Even if we implement all the proposals in this report, we are still £2.7m below the required target to set a balanced budget for 2024/25 subject to any funding changes in the LGFS.

It is likely that cross Council proposals that go beyond individual Policy Committees will be required to complete the budget process.

Members and Officers will need to work together over the next few weeks to develop additional proposals to bridge the remaining gap.

8. Risks

There is still risk in this budget which will need to be managed and reviewed on a regular basis.

There are a number of risks still associated with this budget, this include but not limited to:

- The Local Government Finance Settlement (LGFS) which will give the detail and the terms and conditions of any grants and confirm or not our planning assumptions. The Policy Statement did indicate reductions to the Services Grant as well as a potential reduction in New Homes Bonus funding potentially offset by increased grants for social care.
- Inflation and cost of living. Inflation has been at a higher level than anticipated over the last 2 years, although it is now showing signs of albeit slower than forecast to return to the Bank of England target of 2%.
- In 2023/24 the Council is forecasting a £17.6m overspend currently. Some of this is addressed in the 2024/25 Business Planning but the social care sector is very volatile, especially in Children's and there are some 2023/24 Budget implementation Plans that still need to be delivered. There are recovery plans in place to deliver these but failure to do so will impact on the assumptions made in 2024/25 for this area.

9. Early Implementation

There is an opportunity to implement some budget items early

There is an opportunity for Policy Committees to approve the implementation of agreed budget options at their January/ February meetings.

Early implementation decisions will have the effect of allowing Members and Officers to focus on the budget options that require more work and will also increase the chances of full year delivery of any proposal for 2024/25.

The following framework will need to apply to early implementation

The following will need to be true for early implementation to be approved in at January/ February Committee meetings.

1. Does not require investment above existing budgets.
2. Does not cut across other Committee responsibilities.
3. Has clear political support.
4. Is approved subject to any consultation / impact analyses being successfully and positively completed.

10. Timetable from here to Strategy and Resources and recommendations to Full Council

Full Council need to approve both the HRA budget (including rent setting) and the General Fund Budget and Capital Programme

The timeline for approving the 2024/25 HRA and General Fund budget is tight, and the following steps need to happen.

- Consultation on budget proposals.
 - Further budget balancing options will need to be developed.
 - Policy Committees to consider approval of some options for immediate implementation.
 - Strategy & Resources 24th January meeting recommended the 2024/25 HRA budget and rent setting to Full Council, 7th February 2024
 - Strategy & Resources 21st February meeting recommended the 2024/25 General Fund and Capital Programme to Full Council, 6th March 2024
-

11. HOW DOES THIS DECISION CONTRIBUTE?

The recommendations in this report sets out the next steps to deliver a balanced budget for 2024/25 and the HRA housing rents.

12. HAS THERE BEEN ANY CONSULTATION?

There has been no consultation on this report,

13. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

Equality Implications

There are no direct equality implications arising from this report. It is expected that individual Committees will use equality impact analyses as a basis for the development of their budget proposals in due course.

Financial and Commercial Implications

There are no direct financial implications from this report.

Legal Implications

By the law, the Council must set and deliver a balanced budget, which is a financial plan based on sound assumptions which shows how income will equal spend over the short- and medium-term. This can take into account deliverable cost savings and/or local income growth strategies as well as useable reserves. However, a budget will not be balanced where it reduces reserves to unacceptably low levels and regard must be had to any report of the Chief Finance Officer on the required level of reserves under section 25 of the Local Government Act 2003, which sets obligations of adequacy on controlled reserves.

Climate Implications

There are no direct equality implications arising from this report. It is expected that individual Committees will consider climate implications as they develop their budget proposals in due course.

Other Implications

No direct implication

14. ALTERNATIVE OPTIONS CONSIDERED

The Council is required by law to deliver a balance budget and therefore each Committee needs to delivery savings to achieve this. No alternatives have been considered at this stage.

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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Report to Strategy and Resources Committee

Author of Report: Neil Jones

Email neil.jones@sheffield.gov.uk

Report of: *Kate Martin, Executive Director City Futures*

Report to: *Strategy and Resources Committee*

Date of Decision: *21st December 2023*

Subject: *Update on proposed agreement for lease of the Former Cole Brothers Building*

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, what EIA reference number has it been given? <i>(Insert reference number)</i>				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:- <i>"The appendix is not for publication because it contains exempt information under Paragraph 3 of Schedule 12A of the Local Government Act 1972 (as amended)."</i>				

Purpose of Report:

To update Members on the current position with regard to the proposed agreement for lease of the former Cole Brothers store in Barkers Pool and seek approval to enter into the agreement with Urban Splash.

Recommendations:

- That the current position and progress since the last report to Committee be noted and that Committee agrees that the Council should now progress to finalising the Agreement for Lease as set out in Part 2 of this the report.

Background Papers:

(Insert details of any background papers used in the compilation of the report.)
 Reports to Strategy & Resources Committee 24th August 2022; 15th March and 28th June 2023

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications
	Finance: Natalia Govorukhina

	indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Legal: David Sellars
		Equalities & Consultation: Ed Sexton
		Climate: Kathryn Warrington
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	EMT member who approved submission:	<i>Kate Martin, Executive Director City Futures</i>
3	Committee Chair consulted:	<i>Tom Hunt</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Neil Jones</i>	Job Title: <i>Partnership Manager, Regeneration and Property Services</i>
	Date: 12 th December 2023	

1. PROPOSAL

Background

- 1.1 Members will be aware that following the permanent closure of the John Lewis & Partners department store, the Council agreed to accept the surrender of the lease of the building on terms that included the payment of a premium to the Council and in January 2022 the Council took back the building.
- 1.2 Members will also recall that the property was marketed by external agents CBRE last year best and final offers were to be received by 31st March 2023.
- 1.3 The outcome of that process was reported to this Committee on 28th June and it was agreed by Committee that the proposed scheme that was submitted by the developers Urban Splash be endorsed. Committee gave approval in principle to an agreement for a 250-year lease of the building with a further report to be brought to this Committee when further discussions had particularised the lease terms.

This report sets out the current position and proposed next steps.

Current Position

- 1.4 Over the past six months detailed negotiations have been held with Urban Splash in respect of the legal documentation required. Discussions have focused on reaching a position which enables Urban Splash to deliver a successful commercial scheme, whilst ensuring that the strategic objectives to secure the best outcome for the future of the building and positive benefits of the Heart of the City project and wider city centre can be delivered within a reasonable timescale. These negotiations also recognised the commercial need for the developers to ensure that the refurbishment and long-term reuse of the building is viable and fundable whilst ensuring that the Council's position as owners of the building is protected, with risk and exposure minimised.
- 1.5 These negotiations have now reached a conclusion whereby officers are content that the Council is achieving the objectives set out above and will realise a development which positively contributes to the Heart of the City development and will deliver significant benefits to the regeneration of the City Centre and the people of Sheffield. The documents and commercial terms are in accordance with the offer which was submitted by Urban Splash and reported to this Committee in June 2023.
- 1.6 The proposed Agreement for lease sets out the conditions which must be satisfied by the developer –
 - i) **Planning** - submit a planning application (which the Council has approved in principle as landowner only) and obtain a satisfactory planning permission;
 - ii) **Viability** - establish a viable scheme;
 - iii) **Funding** – secure funding for the works; and
 - iv) **Building Contract** – agree a build contract with a reputable and competent building contractor so that it can be entered into within 6 months of the grant of the lease.

These conditions must be satisfied as soon as reasonably possible, within timescales set out in the Agreement, but which can be extended if the developer is unable to comply due to circumstances beyond its reasonable control. If they are not satisfied within an absolute back stop date of 24 months the Agreement can be terminated.

- 1.7 Once all of the conditions have been satisfied, a 250 year lease is granted and the agreed premium is paid to the Council.
- 1.8 The 250 year lease reflects the financial proposals and uses that were set out in the Part 2 report to this Committee in June 2023. It also includes provisions whereby if the developer does not start the refurbishment work within an agreed timescale, or having started does not then provide evidence that it has spent a pre-agreed amount of money on the building contract within 12 months, then the Council will have an option to get the building back.
- 1.9 The financial and other commercially sensitive details are set out and explained in more detail in Part 2 of this report.
- 1.10 The Coles building is an iconic place in the centre of Sheffield which has now stood empty for some considerable time. Like many complex development projects, there is a lot of work involved in bringing forward the redevelopment of the building. Therefore both the Council and Urban Splash want to promote activity in and around the building as soon as possible to enable people to re-engage with the building and share in it's reimagining and re-use. The Agreement will therefore include a draft Meanwhile Use Strategy which will set out how Urban Splash and the Council will work together to curate and seek to fund events and temporary uses within the building during the time before the lease is granted and the refurbishment works start.
- 1.11 The intention is to run a programme of events that activate parts of the building and engage with as many sections of the community as possible and complement other events taking place in the city centre. Current ideas include a public consultation exhibition of the proposals for the building in February 2024; a cycling/skateboard event during the Festival of the Outdoors in March 2024; pop-up cinema and music events later in the year and temporary exhibitions within the display windows. Final details will be dependent upon practicalities of access, services, safety and funding.

2. HOW DOES THIS DECISION CONTRIBUTE ?

- 2.1 Redevelopment of the building is an important part of realising the vision for the city centre and the Heart of the City project. The proposals that were submitted and now documented, incorporate a range of different uses, but all meet the Council's

aspiration for the delivery of imaginative high quality, sustainable development which is appropriate to the transformational nature of the opportunity & the surrounding proposals.

2.2 The proposed Agreement will deliver a scheme which will create space for new jobs, places to shop, eat and visit and will help to increase the vibrancy and attractiveness of the city centre for residents and visitors.

2.3 Bringing this vacant listed building back into active use will be hugely beneficial. Retaining the large majority of the structure, whilst improving the thermal performance of the building, should have a positive impact on climate change as the embodied carbon in the structure is not lost and fewer new materials need to be produced and used. In addition, improvements to the thermal performance and efficiency of the building will reduce the operational carbon cost.

3. HAS THERE BEEN ANY CONSULTATION?

3.1 Public engagement on the future options for the building was undertaken through the work on the City Centre Strategic Vision in January / February 2022. Due to the commercial sensitivity of the bidding process and negotiating the legal documents it was not appropriate for the Council or the developer to be releasing details of the bids to be consulted upon with the public.

3.2 However, in the last 2 months Urban Splash have presented their proposals to several local stakeholder groups including the Culture Consortium, the Culture Collective and the Sheffield Design Panel. They have also engaged with a number of local individuals and organisations regarding potential temporary uses

3.3 If Committee approves this report and the Agreement is entered into, then over the next 2 to 3 months Urban Splash will be carrying out much more wide ranging consultation including an exhibition in the building and reaching out to other groups, communities and the public outside of the city centre.

3.4 There will also be a variety of consultations during the preparation and submission of the planning application

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

4.1.1 Future reuse of the Cole Brothers building offers the opportunity for providing a range of uses for all citizens of the city. The decision to enter into the Agreement of the building does not, in itself, increase or reduce inequalities. The developer is committed to ensuring that the various opportunities which the scheme will enable are open and available to all

4.2 Financial and Commercial Implications

4.2.1 The financial implications of the proposal were set out in detail in the Part 2 report in June 2023 and have not changed since that time other than more clarity now being negotiated on the details of timescales and the option in favour of the Council if the

scheme is not delivered in accordance with those timescales. These are explained in more detail in Part 2 of this report.

- 4.2.2 As referred to at paragraph 1.10 in this report detailed discussions do still need to be held in respect of potential costs that may arise from possible temporary uses. The funding for these uses will need to be secured before committing to any activities suggested in section 1.10 as there is currently no approved budget to fund these. Financial implications will be considered once the potential activities are confirmed and will require a separate budget approval.
- 4.2.3 Entering into the agreement for lease and the lease itself, does not commit the Council to any expenditure. However, there will continue to be holding costs until the lease is granted and these will be funded from Heart of the City II revenue reserve.

4.3 Legal Implications

- 4.3.1 Under Section 123 of the Local Government Act 1972 the Council has the power to dispose of land or property owned by the Council provided the disposal is based on achieving best consideration. The building was openly marketed over a significant period of time and the preferred bidder submitted the highest financial offer. The proposed Agreement will satisfy the Council's obligations in Section 123 of the Local Government Act 1972 to obtain best consideration.
- 4.3.2 As this report proposes to dispose of property on open market commercial terms there are currently no implications arising under the Subsidy Control Act 2022.

4.4 Climate Implications

- 4.4.1 There are no specific climate implications related to this decision. However Urban Splash are intending to refurbish the building with a 'light touch, maximum impact' approach with limited interventions. Retaining and exposing features and cleaning the façade rather than replacing panels, whilst improving thermal performance. Minimising mechanical services and creating a larger atrium through the building will help to maximise natural light and ventilation. This has many environmental benefits in terms of reducing potential energy and water use and retaining embodied carbon within the structure
- 4.4.2 It is also intended to introduce solar panels and low energy plant and mechanical systems and natural ventilation where possible. A green roof will be added to the top floor and rainwater harvesting introduced for toilet flushing and irrigation. This will all be addressed in more detail through the planning application which will be submitted next summer.

Other Implications

4.5 None

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 As stated in the previous reports to this Committee in August 22 and in March and June 23, the Council could decide not to progress with a disposal of the building at the present time. However, to do so would lead to further delays and uncertainty around what is an important building for the regeneration of the city centre and possibly reputational damage to the city's image from many people both within and outside of Sheffield.

5.2 Retaining the building without securing its redevelopment will have financial implications for the Council both in vacant property management, security and holding costs and in potential blight suppressing values and interest in the surrounding property and the Heart of the City scheme

6. REASONS FOR RECOMMENDATIONS

6.1 The proposed Agreement to Urban Splash will result in the delivery of an exciting mixed-use scheme comprising flexible workspace and cafes/retail/leisure/cultural uses/event space which are all considered to be complementary uses to the rest of the Heart of the City project. The development will create space for new jobs, places to shop, eat and visit and will help to increase the vibrancy and attractiveness of the city centre for residents and visitors.

6.2 Urban Splash has a strong track record of working with many public sector parties. The proposed project team have redeveloped many challenging and listed buildings, including both historic and post-war structures and have expertise in engaging communities in redevelopment and delivering programmes of meanwhile use.

6.3 Bringing this vacant listed building back into active use will be hugely beneficial both for the wider city centre and the surrounding Heart of the City Scheme. Retaining the large majority of the structure, whilst improving the thermal performance and energy efficiency of the building, should have a positive impact on climate change.

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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